

**OMB Control No. 1205-0336**  
**and 1205-0273 (pending)**  
**Expiration Date: June 30, 2000**

**State Job Training Plans under Title II and III  
of the Job Training Partnership Act  
and Wagner-Peyser Act**

**State/commonwealth of**

**MISSOURI**

**for the period**

**Program Years PY 1998 and PY 1999**

<b>NAME OF GRANTEE:</b>	<b>The Honorable Mel Carnahan</b>
<b>ADDRESS OF GRANTEE:</b>	<b>State Capitol, Room 216 Jefferson City, Missouri 65101</b>
<b>DATE OF SUBMISSION:</b>	<b>May 1, 1998</b>

May 1, 1998

Mr. Raymond J. Uhalde  
Acting Assistant Secretary  
U.S. Department of Labor  
Employment and Training Administration  
200 Constitution Avenue, N.W.  
Room N4459  
Washington, D.C. 20210

Dear Mr. Uhalde:

Enclosed are three (3) copies of the Missouri Joint Plan, each with an original signature, for Program Years 1998-1999. This Plan was reviewed and recommended for submission by the Missouri Training and Employment Council at its April 30, 1998 meeting.

As offered in the U.S. Department of Labor guidance (TEGL No. 2-97), the current plan is a single, integrated plan that focuses on customer service and outcomes. We appreciate the opportunity to take advantage of this process.

The following signed certificates for the State JTPA division are attached to the Plan. They are:

- Lobbying (29 CFR Part 93);
- Drug-Free Workplace Requirements (29 CFR Part 98); and
- Nondiscrimination and Equal Opportunity (29 CFR Part 34).

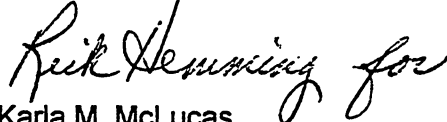
We understand these certificates are effective July 1, 1998 through June 30, 2000. Fully executed certificates from each contractor will be maintained in the contract file.

Sincerely,



Julie Gibson  
Acting Deputy Director,  
Department of Economic Development

Sincerely,



Karla M. McLucas  
Director,  
Department of Labor and Industrial Relations

Enclosures

cc: Ray Moritz

## **I. State Workforce Development Structure**

**A.** The State of Missouri continues to face many challenges as it moves forward in addressing the diverse workforce needs of both Missouri employers and citizens. The State currently operates U.S. Department of Labor-funded workforce development programs in two separate state agencies. The Department of Economic Development's Division of Job Development and Training (DJDT) has administrative responsibility for programs funded under the Job Training Partnership Act (JTPA), including the Dislocated Workers Program. The Department of Labor and Industrial Relations' Division of Employment Security (DES) has administrative responsibility for the Employment Service, Unemployment Insurance, the Trade Adjustment Assistance (TAA) and NAFTA programs. Collaborative relationships at both at the state and local level between the two agencies have led to coordinated TAA/JTPA service delivery.

In late March 1998, Governor Mel Carnahan mandated that JTPA administrative responsibilities now housed in DJDT, along with the Employment Service functions of the Division of Employment Security, be consolidated into a single agency within state government. This workforce development division will be a part of the Department of Economic Development. A transition team is being formed to develop a plan to complete this consolidation by June 1, 1999.

In addition, the State continues to examine the role of other state agencies and organizations (i.e. Department of Elementary and Secondary Education, Coordinating Board for Higher Education, Department of Social Services) in an integrated workforce development system. The Missouri Training and Employment Council (MTEC), the State's job training coordinating council established in accordance with JTPA regulations, has been charged with the responsibility of overseeing the state's workforce development system. In December 1997 MTEC requested that the Governor clarify and expand that oversight role. Additional responsibilities to be assigned to MTEC are still being clarified.

In the past, MTEC has been responsible for reviewing and approving both the Wagner-Peyser plan and the Governor's Coordination and Special Services Plan, outlining state-level JTPA activities. That role will continue as MTEC reviews this joint plan prior to submission to the U.S. Department of Labor.

The Governor has designated the Division of Job Development and Training (JDT) to administer JTPA programs in Missouri, including Title III, which serves the state's dislocated worker population. As the state Title III administrator, the Division serves as the Dislocated Worker Unit, which is responsible for the management, administration and coordination of the statewide JTPA Title III system.

With approximately 848,000 economically disadvantaged persons eligible for JTPA programs, Missouri's potential demand for job training far exceeds the supply of services. These limited job training resources must be used in the most efficient and cost-effective manner to increase employment, training, and placement opportunities for customers. By coordinating the planning, design, and delivery of job training with other related public and private activities, the programs and services benefited more Missourians than would have otherwise been possible. The implementation of the One-Stop grant has continued to strengthen the coordination and provide optimal services to all customers.

In response to U.S. DOL's approval of our waiver to add performance measures, Missouri has continued to track JTPA performance on the Governor's Outcomes throughout PY'97. As of the end of March, 1998, the state has placed 2,777 previously unemployed adults in jobs; 2,118 in jobs with higher wages than they had prior to enrollment, and moved 3,282 people from below to above the poverty line. Once data is available from the Unemployment Insurance system, retention will also be captured.

## **II. Program Planning Information**

### **A. Goals and Objectives**

#### **(1) Workforce development goals**

To prosper in the global economy of the 1990's and beyond, Missouri must alter its approach to workforce development. The State has continued to validate its belief that employers will support a training system which recognizes the need for a work force that has received the added value of quality education and training. At the same time, the transformation of Missouri's workforce development programs must parallel the focus on quality mandated by the Governor's economic development strategy. Many of the goals expressed in the Statewide Training and Employment Implementation Plan recommended by MTEC and accepted by the Governor in 1995 are being implemented and reflected in the Governor's economic development strategy.

The Governor has recognized that success can only be accomplished by encouraging shared ownership, cooperation and accountability among the various partners in the workforce development system. The changes he proposes in his economic development policy include:

- shared and local focus of economic development strategies;
- establishment of regional offices;



- targeted economic development assistance to encourage innovation and expansion of "high" technology firms; and .
- refocused programs to help Missouri's small businesses grow and create new jobs, including entrepreneurial support. These objectives parallel changes Congress supports in its workforce block grant strategies.

In May 1995, an interagency team from the Departments of Economic Development, Labor and Industrial Relations, Elementary and Secondary Education, Social Services, and Higher Education developed a grant application to fund a statewide One-Stop Career Center System.

The One-Stop Career Center System not only encompasses the U.S. Department of Labor employment and training programs, but will be integrated with broad educational and social service systems. Four broad outcome objectives of the One-Stop System are:

- Universality - everyone in need of labor market workforce development information will have access to widely available basic services.
- Choice - customers will have a variety of ways to obtain quality information on education and training for informed decision making.
- Integration - ready access to a wide array of services and information for customers.
- Accountability - performance driven outcome measures and consequences for failing to meet those objectives will drive the system based on customer satisfaction and continuous improvement.

The following goals and objectives for workforce development in Missouri have guided the development of the Governor's Coordination and Special Services Plan for PY'98-99. They provide direction for the use of scarce job training resources and their linkage with the proposed economic development strategies. They are the Governor's priorities for the workforce development system and describe the direction in which the system should move as it strives to meet the needs of a rapidly changing economy.

### **Outcome Measures for the Workforce Development System**

Governor Carnahan addressed the Missouri Training and Employment Council Planning committee on February 20, 1997 and charged MTEC with the responsibility of setting outcome measures and targets for the Workforce Development System. Governor Carnahan called upon MTEC to renew the effort to develop and implement a plan to improve the state's workforce development system. In order to accomplish this task, the Governor requested that MTEC collect data on the following:

- Number of people moved to a higher wage job, because of the system;

- Number of people moved from below the poverty line to above, because of the system;
- Number/percent of people to obtain jobs, because of the system;
- Number/percent of people who obtained jobs that are still employed (not necessarily the same job) after 3 months, 6 months, 9 months, 24 months and the return on investment.

The Council responded by developing a process to measure the baseline data for these questions and establishing targets for the system to improve these outcome measures. Those outcome measures have become the cornerstone goals and objectives that have guided the Workforce Development system since that meeting.

Along with the emphasis on the four outcomes, the existing goals and objectives continue to be priorities of the Governor, and will continue to guide the workforce development system throughout PY'98-'99.

### **Provide Opportunity and Ensure Economic Growth**

Increasing Missouri's economic potential requires a strong coordinated approach to economic development. In turn, effective economic development necessitates diverse yet interrelated efforts to assist employers. Such efforts may include assisting new companies locating to Missouri, supporting existing businesses with expansion efforts, or assisting employers in finding employees with the needed capacity for the job.

Missouri is integrating state and local partnerships that incorporate four overarching strategies for achieving success in this time of change.

- accountability for achieving results;
- bringing services closer to the customer;
- insuring active community involvement in planning and decision making to meet the workforce development needs of the community; and
- flexible, efficient, and effective use of funds to meet state and local needs.

In addition, the State's comprehensive economic development strategy has taken into consideration the MTEC Statewide Training and Employment Implementation Plan, Employment Security Revitalization Plan, and the One-Stop Implementation Grant. The following objectives incorporate the goals and recommendations of these initiatives.

- Expand a coordinated marketing program that clearly communicates to employers and the public the availability and capability of job training and economic development resources in Missouri.

- Increase the efficiency of delivering training for potential employees of new or expanding businesses and, when necessary, within the parameters of an amended JTPA, provide retraining, upgrade training, and entrepreneurial training to support new capital investments of existing businesses through both state and federal resources.
- Using strategies developed by the State Workforce Preparation Task Force, promote and encourage employers to define the necessary work place skills required of their workers so that appropriate training programs can be developed and delivered.
- Provide continued support to ensure a comprehensive, coordinated public labor exchange to meet customers' needs.
- Promote and support continuing improvements in Missouri's labor market information system to meet customer needs—employers, students, and job seekers.
- Promote the distribution of needed-skills information to entities in the workforce development delivery system for the purpose of facilitating necessary changes in the design and development of training programs.
- Promote and encourage further opportunities for "open entry, open exit" programs for specific occupational training.

### **Equip Missourians With Basic Skills to Enhance Their Potential for Employment and Life-Long Learning**

An educated citizenry is Missouri's greatest asset as we move into the 21st century. Missourians must be proficient in the basic skills necessary for self-sufficiency and should be offered a system capable of transferring such skills directly to an occupation or additional training. Training and occupational education are essential for individuals wanting to develop or expand their work skills and thus increase their long-time opportunities in the job market. This complements the philosophy in the Secretary's Commission on Achieving Necessary Skills (SCANS) report. Moreover, this goal enhances the state's accommodation of national programs integrating federal labor and educational initiatives emphasizing the transition from school-to-work.

Meeting the objectives below will help Missourians achieve their maximum individual employment and career path potential while building a foundation for life-long learning.

- Continue to support and promote the development of locally developed One-Stop systems to accommodate ease of access to workforce preparation, education, and training opportunities.

- Provide access to and acquisition of basic literacy skills particularly when such programs enhance education and training tailored for the work place.
- Improve and promote economic diversification through the use of skill adjustment strategies for workers displaced by such change as Department of Defense reductions impacting Missouri military or defense industry contractors, high technology deployment or plant closings.
- Provide the coordinated means for welfare families, particularly TANF participants, to gain knowledge and job skills necessary to become economically independent.
- Ensure training opportunities and support services are developed which enable targeted populations including the homeless and veterans to effectively participate in Missouri's workforce.
- Cooperate with Private Industry Councils (PICs) and other state agencies to promote, develop, and/or strengthen local and state programs to ensure training opportunities are developed which enable targeted populations -- including the homeless, veterans and women choosing nontraditional occupations or apprenticeships to participate in Missouri's workforce.
- Continue to implement public/private initiatives to address the remedial and basic education needs of, as well as opportunities to gain work experience for, at-risk youth and dropouts.
- Aggressively solicit, encourage and utilize employer input to complement available labor market information and to plan education and training programs.
- Promote the development of integrated school-to-work transition and/or youth apprenticeship programs and models as part of local workforce development activities/system.
- Develop and promote incentives to encourage public and private sector employers to increase the skill level of Missouri's workforce by providing continuous employee training.

### **Expand the Capacity of Missouri's Job Training Program to Deliver More Efficient and Effective Services To Customers**

Missouri's workforce development system is composed of economic development, education, training, and placement agencies from five departments of state government which administer a wide variety of federal, state, and local educational training programs. In addition, a number of agencies, including not-for-profit agencies, provide supportive services to training program participants or use the workforce development system to provide services to their customers.

Clearly, these agencies and other statewide organizations such as the Missouri Organization of Private Industry Council Chairpersons, Training and Employment Administrators of Missouri, and various councils and associations involved with vocational education, community action, child care, and women's economic development must work together with private business and industry to ensure effective services to customers. The One-Stop Career Center can serve as the organizing vehicle to transform the hundreds of employment and training programs into a coordinated, high quality information and service delivery system. School-to-Work offers framework for redesigning learning experiences for in-school and out-of-school youth by integrating both school-based and work-based learning, and the connecting activities that link the two together. By meeting the objectives outlined below, Missouri can ensure improved operation of job training programs.

- Encourage increased involvement of the private sector in forming cooperative partnerships to design and develop local job training programs that meet local employment and customer needs.
- Develop and promote the technical capacity of professional staff members to ensure a high quality of service and customer focus.
- Support joint job training projects among related state agencies and coordination efforts.
- Support community partnerships between state and local governments, service agencies, business, labor, and civic leaders which develop and implement a coordinated strategy to identify and meet employers' requirements of the future work force.
- Encourage cooperative use of workforce development funds, facilities, and staff resources for a more comprehensive, coordinated, and efficient statewide system.
- Facilitate the coordination of public employment and training policy development, public awareness of the policies and maximum utilization of the public and private employment and training resources in Missouri.
- Pursue state and federal legislative initiatives which accommodate the changing needs of the workforce development system, especially those anticipated for potentially changing state administrative structures, establishing comprehensive systems and implementing state and national policies and program objectives to better serve the customer.

## **(2) Nontraditional Training and Placement for Women**

The Division of Job Development and Training will continue to cooperate with PICs and other state agencies, including the Women's Council, to promote,

develop and strengthen local and state programs to serve the employment and training needs of women in nontraditional employment and apprenticeships.

Each local Job Training Plan for PY'98-99 contains goals and descriptions of local efforts to promote training and employment opportunities for women in nontraditional employment areas. While no numerical state minimum has been established for the participation in nontraditional training for women, there has been a steady increase in nontraditional training and placement for women since the amendment was made to the JTPA law in December 1991. Plans are to continue the outreach and educational efforts to participants, employers, and the workforce development system in general. The state continues to work with and support the Missouri Occupational Information Coordinating Committee in providing regular updates on occupational information to state and local agencies specific to nontraditional occupations for women.

Coordination and utilization of existing statewide program efforts through Carl D. Perkins Vocational and Applied Technology Education Act continues to be pursued. The Division of Job Development and Training and the Missouri Women's Council work cooperatively to focus attention on women's employment and training needs, including nontraditional occupations. Even with diminishing resources, the Women's Council, through a JTPA 8% contract with DESE, plans in PY'98, to build on the previous year's projects to provide women with basic skills training in math, communications, and reading in preparation for enrollment in full-time skill training in nontraditional occupations. Projected participant outcomes include increased levels of basic skill competencies, enrollment in a nontraditional skill training program, and successful placement into the nontraditional workforce upon completion of training.

The Missouri Department of Elementary and Secondary Education and JDT have identified the following goal for the Nontraditional Employment for Women program:

A successful Nontraditional Employment for Women Program fosters the growth of women both economically and personally so that women achieve their full potential.

### **(3) School-to-Work**

The Missouri Department of Elementary and Secondary Education and JDT have identified the following goals for Section 123 eight percent projects:

A successful JTPA 8% School-to-Work program is one where participants remain in school, graduate or attain their GED, attain practical and theoretical knowledge of work, obtain employment, and/or pursue postsecondary education.

A successful Literacy and Lifelong Learning program is one where individuals enhance their academic knowledge, enhance their work-related skills, and or increase their earnings.

## **B. Coordination**

1. The Governor recognizes the diversity of agencies and programs which constitute workforce development services in Missouri. Changing demographics, economic conditions, and a focus on the delivery of quality services to customers require that Missouri blend diverse but related service delivery systems into the most effective and efficient workforce development system possible. This focus stems from an amended federal law and the Governor's economic development strategies, both of which steer the system toward collaborative changes for quality and accountability.

Passage of HCS/HBs 294 and 405 in the Spring of 1991, which established the Missouri Training and Employment Council (MTEC), has strengthened coordination and collaboration of this diverse system. The Council is charged with federally mandated duties of the State Job Training Coordinating Council, as well as a mandate to recommend a policy, and subsequently a plan, to address three (3) major areas:

1. Public and private participation toward achieving Missouri's objective of full employment;
2. Methods to improve federal and state resources in providing job training services; and
3. Coordination of training and employment activities with other related activities.

To address these goals, MTEC formulated a statewide training and employment policy in 1992 which guided the development of a training and employment plan which was completed in December 1993. The Governor endorsed the plan and issued Executive Order 95-11 in May 1995 to establish an interagency team representing the Departments of Economic Development, Elementary and Secondary Education, Higher Education, Labor and Industrial Relations, and Social Services to implement the statewide workforce development plan based upon the recommendations of the Missouri Training and Employment Council (MTEC).

Much progress has been made in Missouri since implementation of the Missouri WINS One-Stop Career Center system and it becomes increasingly important to continue the collaboration outlined in Executive Order 95-11. Missouri WINS One-Stop Centers continue to be the universal access system for workforce development services throughout the State. The greatest challenge of the

Missouri Training and Employment Council will be to develop strategies to further strengthen the system by establishing a greater level of coordination among the many public and private workforce development partners.

In order to promote and facilitate continued collaboration among agencies within the workforce development system at both state and local levels, the Coordination Criteria for PY'98-99 are:

1. Workforce development partners will continue to collaborate to develop innovative ways to ensure that each local area will achieve the Governor's Outcome targets as developed by the Missouri Training and Employment Council (MTEC).
2. Collaboration at the local level among the various agencies identified in the local coordination plans will be continued. In PY'98-99, the workforce development partners will be encouraged to continue to expand the use of resources (linkages) potentially available from state and federal programs, to support local programs in an integrated approach for delivery of services to clients to include special populations such as the disabled, single parents, welfare recipients and offenders. These programs will include those from the following federal laws: Job Training Partnership Act; Wagner-Peyser Act; Job Opportunities and Basic Skills (Missouri FUTURES); Adult Education Act; Carl Perkins Act; Food Stamp Act, National Apprenticeship Act; Rehabilitation Act; Older Americans Act; Trade Act; Stewart B. McKinney Homeless Assistance Act; United States Housing Act; National Literacy Act; Head Start Act; Elementary and Secondary Education Act; Individuals with Disabilities Education Act; Personal Responsibility and Work Opportunity Act; Welfare-to-Work Grant (Balanced Budget Act of 1997); and the School-to-Work Opportunities Act.
3. Using successful models from Missouri and other states, workforce development partners should explore the initiatives, programs and processes used to collaborate in establishing and expanding partnerships in local communities. These partnerships will enhance coordination and eventually, as they develop, lead to the provision of more accessible, customer friendly, workforce development services.
4. Local workforce development partners, using the technical and financial assistance made available to them, will explore and move to implement school-to-work and/or apprenticeship models in collaboration with education agencies and other appropriate partners.
5. State agencies will promote the use of common assessment and screening factors within the workforce development system for use at the local level.



6. Both state and local workforce development agencies, along with their private sector partners, will promote curriculum development and the linkage of programs that more clearly tie education and training systems to the world of work.
7. State and local agencies will continue to deliver integrated services through the one-stop concept. Local areas will continue to move toward delivery of fully integrated services, including at a minimum all DOL-funded programs. In order to facilitate integration of service delivery, state agencies will continue mutual sharing of pertinent training-related information for use at the state and local level. The emphasis for sharing will be to provide integrated services, to track participants across programs, to develop participant profiles and to prepare reports. Information sharing will also be used to evaluate programs and provide information to customers to allow greater choice in service selection. If necessary, state agencies will actively pursue clarification and interpretation at the federal level.

Partnerships between state and local agencies are focusing on new joint programs and new lines of communication. The most significant and lasting partnership has been the voluntary cooperation of local agencies to provide services because of mutual interests and customers. JTPA provides the legal authority to bring together public and private agencies and employers to influence service delivery in their regions. Executive Order 95-11 strengthens the cooperation of the major stakeholders in the workforce development system and is helping to encourage and expand the partnerships to achieve better services to customers.

**One-Stop Employment Service:** Labor exchange activities funded under the Wagner-Peyser Act play an integral role in the state's workforce development system. These activities are coordinated with providers of other workforce development services in order to insure that customers receive the full range of options needed to assist them in their career choices. Services are currently provided in a variety of settings across the state, including Division of Employment Security local offices and other one-stop career center sites. As Missouri moves toward a consolidated workforce development agency, expansion of the one-stop system will be explored as a key method in which coordinated services are provided to customers.

**Labor Exchange Program Initiatives:** Federal regulations state the basic purpose of the employment service system is to improve the functioning of the nation's labor markets by bringing together individuals who are seeking employment and employers who are seeking workers. At a minimum, each state is required to administer a labor exchange system which has the capacity to:

- a. assist job seekers in finding employment;

- b. assist employers in filling jobs;
- c. facilitate the match between job seekers and employers;
- d. participate in a system or clearing labor between the states, including the use of standardized classification system, and
- e. meet the work test requirements of the State's unemployment compensation system.

This labor exchange is supported by ninety percent of the funds allocated for Wagner-Peyser activities. Missouri's allocation based on a relative share formula determined by the U.S. Department of Labor for PY'98 (July 1, 1998 through June 30, 1999) is \$12,458,074.

**Enhancing Capacity of Labor Exchange:** The State's move toward a consolidated workforce development agency, coupled with efforts to meet the Governor's established outcomes for the workforce development system, will drive efforts in the upcoming program year to refine methods to provide the key elements of the labor exchange process more effectively. These elements are the collection of applicant data; the receipt of job opening requirements; and the screening, matching and referral of qualified job seekers to appropriate vacancies.

**Clearance of Labor/Electronic Labor Exchange:** Missouri has been a national role model in designing and adapting highly automated systems in order to provide these key services in a more customer-friendly way. The use of America's Job Bank is an integral piece of Missouri's plan to provide improved services to job seekers and employers. AJB, a computerized network linking state Employment Service offices and the Internet, provides job seekers with the largest pool of active job opportunities available anywhere. For employers it provides rapid, national exposure for job openings and access to job seeker resumes. There is no charge either to employers to list their job vacancies or to job seekers to locate employment through this self-service concept. Missouri *WORKS!* ([www.works.state.mo.us](http://www.works.state.mo.us)), DOLIR's Internet-based labor market information piece linking job seekers and employers, is widely used by partners within the state's workforce development system to assist individuals looking for work.

Resource centers in both one-stop career center sites and Division local offices statewide provide computer access to these self-service systems. Staff are available in resource centers to provide assistance as needed in utilization of these self-service systems, to provide mediated services where needed.

With the increasing use of self-service systems, the Division continues to look at mechanisms to measure efficacy of service, level of customer satisfaction, and performance indicators. In keeping with the Governor's outcome measures, the Division is instituting Wagner-Peyser performance measures for PY'98. These performance measures are designed in conjunction with ETA's National Labor Exchange Performance Initiative. The statewide goal for entered employment for

PY'98 is 216,534. Missouri will continue to use both UI wage records and the state's new hire registry information as a means of determining entered employment rates.

**Employer Input:** The Division of Employment Security utilizes the Job Service Employer Committee (JSEC) structure, both at the state and local level, as its primary means to gain employer input on services offered through the state's workforce development system as well as to provide information on services available to employers. The JSEC State Steering Committee is pursuing plans to incorporate which will allow the group to become more proactive in seeking funds to assist in providing workforce development services to Missourians.

In addition, the Division of Employment Security, through partnership with other agencies and organizations, continues to expand its employer base. This involvement provides opportunity for additional dialogue with employers and employer organizations on issues related to workforce development and Division policies. Appropriate employer feedback obtained is shared with workforce development partners in order to allow for continuous improvement in serving employers throughout the system.

The statewide employer contact program, staffed by Employer Service Representatives at the local level, is primarily responsible for providing Wagner-Peyser services to employers. An effective employer contact program not only educates employers about services available to them through the state's workforce development system, but provides a method to obtain employer feedback about specific services utilized, need for additional services, and qualifications of applicants referred to job orders.

**Increasing job orders:** Delivery of high quality, customer friendly workforce development services continues to be the priority of the Division of Employment Security. As services currently provided by the Division of Job Development and Training and the Division of Employment Security are merged into one agency, emphasis will continue to focus on delivery of services to both job seekers and employers in an easily accessible manner. It is anticipated that the expansion of self-help services available through the resource centers located in local E.S. offices and one-stop centers, as well as the continuing availability of internet-based services, will lead to increased usage of the system by both employers and job seekers, and reduce the transition time of workers to reemployment.

**Wagner-Peyser Services to UI Claimants:** Missouri has completed the conversion of its claims-taking function to a telephone center operation, which allows individuals to file a claim by telephone. Telephone claims centers are now operational in Kansas City, St. Louis, Springfield and Jefferson City. In addition, information about Unemployment Insurance is available at all full-service One-Stop Career Center sites.

Missouri law requires that unemployment insurance claimants register for work and report on a regular basis for job placement assistance. The ability to meet this state mandate, as well as the Wagner-Peyser Act's requirement to coordinate UI services with the delivery of public labor exchange services to claimants and administer a work test to claimants, will be a major consideration in the design of the state's consolidated workforce development system which will house the labor exchange and Unemployment Insurance in separate state agencies.

Missouri attempts to speed the transition from unemployment to reemployment by use of a collaborative Worker Profiling and Reemployment Services (WPRS) system. This concept is based on the premise that certain characteristics can identify individuals who are likely to exhaust UI benefits. Individuals identified as a result of this profile may then be referred to reemployment service providers (Division of Employment Security, JTPA administrative entities and/or Title III Worker Reentry Program operators) to develop an agreed-to Reemployment Service Plan for return to employment. The plan includes an evaluation of the individual's knowledge, skills and abilities, with input from the referred individual. Failure to follow the agreed-to plan may result in denial of UI benefits for one or more weeks.

**Services to Migrant and Seasonal Farmworkers:** Regulations require the Employment Service to provide equal and equitable services to migrant and seasonal farmworkers. Services include all the basic Wagner-Peyser funded labor exchange and applicant services. Particular emphasis is placed on the referral of MSFW's to community-based organizations for needed social, medial, legal and other employment-related services.

Missouri is required to submit a State Plan for Agricultural Services assessing the need for services, identifying resources and describing outreach activities. That plan is included as Attachment A. Services described under this plan were coordinated with Rural Missouri, Inc., the State's JTPA 402 service provider.

### **Governor's Discretionary Projects (Ten Percent Plan)**

Section 7(b) of the Wagner-Peyser Act, as amended by the Job Training Partnership Act, Section 501, designates ten percent of each state's allocation for discretionary use by the Governor to provide:

1. performance incentives for public employment service offices and programs;
2. services for groups with special needs; and
3. extra costs of exemplary models for delivery of labor exchange services.

The Wagner-Peyser 10% allocation for PY'98 totals \$1,384,230.

Projects to be funded are still under negotiation.

## **B.2. Education**

Shrinking resources have reinforced the need to avoid duplication of services, but increased customer demands are calling for an expanded range of services. The cooperative efforts established over time with many of the service and training agencies, particularly those programs funded under the Carl D. Perkins Act and the Adult Education Act, are helping to provide the training and basic skill needs of the customers.

The Division encourages, assists, and monitors the activities of each SDA to increase cooperation and planning with all educational agencies and local educational advisory groups. The Division will continue to encourage educational representation on local private industry councils and advisory groups.

This mutual representation at the local and state levels serves as a means of quick communication understanding of the operational training activities with regard to customer's needs. The One-Stop Career Center system will provide the means to integrate school-to-work and workforce development.

The Department of Elementary and Secondary Education and JDT regularly coordinate on a number of issues. The Department annually forwards a listing of all vocational education programs receiving funds from the Carl D. Perkins Vocational and Applied Technology Act, in whole or in part, from the Act to the Missouri Employment and Training Council and to local JTPA Service Delivery Areas. A representative of the Department serves on the Missouri Employment and Training Council. The Department forwards a copy of its proposed State Plan to the Missouri Employment and Training Council for review and comment prior to its approval by the State Board of Education and submission to the United States Department of Education. State staff participate in a variety of interagency collaboration activities, including the One-Stop Executive Team.

At the local level, representatives of secondary and postsecondary vocational education institutions receiving funds under the Act are members of private industry councils. The local application for assistance under the Act requires that a copy of the application for federal vocational funds be shared with the appropriate JTPA administrative entity. The JTPA administrative entity must share a copy of its JTPA plan with local vocational schools and community colleges receiving funds under the Act. Both JTPA and Carl Perkins applicants must meet annually and discuss strategies for the delivery of employment and training services.

## Adult Education Act

The state plan for Adult Education is submitted to the Missouri Training and Employment Council for review and comment prior to submission to the State Board of Education and United States Department of Education. At the local level, local plan applications encourage coordination with community organizations with specific reference to JTPA as a potential partner. The state's evaluation process incorporates a review of coordination activities including linkage with JTPA. With the advent of the state's One-Stop service system, several locations offer adult education supported with funds under the Act.

Shrinking resources reinforce the need to avoid duplication of services, but increased customer demands call for an expanded range of services. The cooperative efforts established over time with many of the service and training agencies, particularly those programs funded under the Carl D. Perkins Act and the Adult Education Act, are helping to provide the training and basic skill needs of the customers.

The Division encourages, assists, and monitors the activities of each SDA to increase cooperation and planning with all educational agencies and local educational advisory groups. The Division will continue to encourage the need for educational representation on local private industry councils and advisory groups.

This mutual representation at the local and state levels serves as a means of quick communication understanding of the operational training activities with regard to customer's needs. The One-Stop Career Center system provides the means to integrate school-to-work and workforce development.

A quality School-to-Work (STW) system which meets the needs of **ALL** students is necessary to address the following issues:

- Youth require post-secondary education to be competitive in the workforce;
- A substantial number of youth do not complete high school;
- The unemployment rates of youth are high;
- The workplace is changing in response to heightened international competition and new technologies;
- The State and nation lack a comprehensive school-to-work transition system which will assist youth to acquire the knowledge, skills, abilities and information about, and access to, the labor market necessary to make an effective transition from school to career-oriented work or to further education and training; and
- Students can achieve high academic and occupational standards, and may learn better and retain more when the students are taught in an applied or contextual manner rather than in the abstract.

Missouri's Community Careers System, the State's federally approved School-to-Work (STW) initiative, is designed to give local partnerships as much flexibility as possible, while providing the necessary state-level guidance and assistance. Missouri's Community Careers System receives day-to-day guidance from the STW Management Team, an interagency body consisting of representation from the Division and: the Department of Elementary and Secondary Education, Division of Vocational and Adult Education; the Department of Labor and Industrial Relations, Division of Employment Security; the Department of Social Services, Division of Family Services; and the Coordinating Board of Higher Education.

Currently, Missouri is stimulating and supporting STW through 13 regional partnerships that received contracts in 1997 to provide leadership and technical assistance to local partnerships throughout each of the State's 15 labor market areas. Regional partnerships have been key elements in the State's roll out plan to establish local partnerships to provide actual service delivery to the students and learners of Missouri.

By December 31, 1997, the STW Management Team had selected 57 local partnerships to receive funding from Missouri's Community Careers System. No labor market area in the State has less than two funded local partnerships to provide the components and benefits of STW to students and learners.

Both regional and local partnerships require membership from local education, business, parents and students, and organized labor. While regional partnerships bear the responsibility for overall system leadership and guidance to interested parties within the designated labor market area(s), local partnerships are the entities which provide the actual delivery of service to students.

Participating students with each of the 57 local partnerships combine School-Based Learning, Work-Based Learning and Connecting Activities which provide a bridge between the other two components to explore various career options which may be available to them in their neighborhoods and communities.

While the inclusion of all three above components is required by each funded local partnerships, system delivery may be tailored to best meet the needs of the area to be served, which is determined by the local partnership. Areas covered by a local partnership can span multiple counties, or may be restricted to the boundary of a single school district.

Missouri will continue to use a state-directed, yet locally driven roll out strategy to implement its School-to-Work Opportunities system.

Missouri's School-to-Work system is designed to give local partnerships as much flexibility as possible, while providing the necessary state-level guidance and assistance. The Division is a member of the State Planning Team. Currently,

Missouri is stimulating and supporting School-to-Work through fifteen regional partnerships that received grants in 1994 to conduct awareness and planning activities. Each regional partnership cataloged existing School-to-Work activities and conducted focus groups for each major stakeholder group-- employers, educators, parents, and students-- to determine their attitudes and expectations. This information has been reported and is being used both at the regional and state level to ensure a coordinated, efficient School-to-Work system which serves all students.

In addition to planning grants, three local partnerships received pilot grants to develop and implement School-to-Work systems which could be replicated in other areas of the state. The Columbia Public Schools' pilot focuses on grades 6-12 to develop career and classroom materials around six career paths. Columbia's School-to-Work Partnership, in collaboration with the Columbia Chamber of Commerce, recently received a Federal/Local School-to-Work grant to further their career path development partnership model. Farmington Public Schools pilot includes job shadowing, mentoring, and career days beginning at the elementary level. At the secondary level, the majority of students are given the opportunity to obtain work-based experience. State Fair Community College's pilot promotes partnership among businesses and schools including coordination of career awareness activities in high school and middle school. In addition, articulation agreements have been developed and are being enhanced through a strong base of experience with Technical Preparation

The Division funded a pilot initiative in five sites to link the school-based and work-based activities through a coordinator. The Employer Gateway project has provided a conduit for the exchange of information between the academic training and the needs of employers.

Missouri will continue to use a state-directed, locally driven roll out strategy to implement its School-to-Work Opportunities system.

Cooperative efforts will continue between JDT and the Department of Elementary and Secondary Education, which is responsible for the state administration of both the Carl D. Perkins Act and the Adult Education Act of 1965; Private Industry Councils within the JTPA SDAs; and the Missouri Training and Employment Council through the following efforts:

1. Cooperative use of the Missouri vocational education delivery system, including comprehensive high schools, area vocational schools, community colleges, and state colleges and universities; as a primary mechanism to deliver instructional programs throughout the state.
2. Continued development of a cooperative approach to technical assistance which will be mutually beneficial to strengthen the statewide delivery of occupational and basic education training.



3. Cooperatively sharing operational plans at the state and local area levels to better coordinate statewide delivery of occupational and basic education training for customers.
4. Meet at least annually at the state and at each local level to address common problems in the employment and training field and to develop strategies for economic development, basic education, occupational training, and other areas of mutual concern.
5. Cooperative use of labor market information through the Missouri Occupational Information Coordinating Committee to facilitate planning and delivery of specific occupational training throughout Missouri.

Multiple meetings of staff members responsible for the administration and implementation of the respective Acts are held to discuss specific strategies for improved coordination, implementation, and planning. This coordination provides the mechanism to continually improve occupational training opportunities for all citizens of Missouri.

### **B.3. Non-Duplication with TANF Agency Programs**

The Missouri Temporary Assistance/Work First program, formerly known as FUTURES, is fully implemented. The state Departments of Social Services, Labor and Industrial Relations, Education, and Economic Development were charged by State Statute (RSMo, 1989 - 208.405) to avoid duplication, by making the best use of existing systems and funding resources to maximize the effectiveness of this program in Missouri.

The workforce development system is actively involved in the provision of occupational skill training and on-the-job training and assessment services to complement initial assessments made by the case managers and other appropriate services to aid TANF participants reach their career goals as defined in their self-sufficiency pact.

The Directors of these departments have met to discuss pending policy and procedural concerns. Additionally, there are several joint contractual agreements to provide additional case management services, individual classroom referrals, and other job readiness and placement services. These contracts link several funding sources including Temporary Assistance/Work First, JTPA, Welfare to Work, Wagner-Peyser, Adult Basic Education, Carl Perkins, and private funding. Some areas have co-located staff and services. The One-Stop Career Center Implementation Grant and the MTEC Employment and Training Plan enhance and strengthen the streamlining of services to mutual customers.

The Missouri Training and Employment Council (MTEC) biannually reviews the initially submitted Temporary Assistance/Work First State Plan and any amendments.

During the implementation phases of Temporary Assistance/Work First (FUTURES), the Council received updates from the state director of the program. Now that FUTURES is implemented statewide, the Council has placed a report on the status of FUTURES graduates as a permanent annual agenda item.

Approximately six years ago, the Division of Job Development and Training (JDT) and the Division of Family Services (DFS) entered into an agreement for a view only on-line system enabling SDA staff to access specific FUTURES and Income Maintenance data screens. This information can be used to document the eligibility status of an TANF and/or Food Stamp recipient and the individual's status in the Temporary Assistance/Work First program. This system is available in all 15 SDAs. It has expedited routine eligibility verification as well as enhanced the efficiency of service to the customer.

Additional non-duplication issues are included in Missouri's Plan for implementation of Welfare to Work. This emphasis on non-duplication will continue as Missouri develops agreements, contracts, etc. Missouri's Plan for welfare to Work was presented to the Missouri Training and Employment Council on January 23, 1998 and received the Council's approval to be submitted. The WtW Plan was submitted on February 18, 1998 and received approval on April 1, 1998.

**Increasing number of welfare applicants obtaining employment** - The Division of Employment Security continues to work in conjunction with partners at both the state and local level to insure that the workforce development system is responsive to the needs of the state's welfare population. Improved services to all job seekers through locally designed one-stop career center sites will continue to be key in insuring that optimal services are available to targeted groups of job seekers, including welfare recipients.

Local level planning will be required in order to assure seamless delivery of services utilizing the wide range of funding pools now available to serve welfare recipients. The Missouri Department of Social Services/Division of Family Services (DFS) administers funds within the Temporary Assistance to Needy Families (TANF) block grant. DFS has also recently contracted with community-based organizations across the state to provide case-management services. In addition, the State of Missouri has been awarded Welfare-to-Work grant funds authorized through the Balanced Budget Act of 1997 which will provide services for the hardest-to-employ TANF recipients. These funds will be administered at the local level by Private Industry Councils in coordination with chief elected officials.

The Division of Employment Security contracts directly with DFS to provide specific services to both TANF and Food Stamp recipients. Services available to welfare recipients under this contract include job seeking skills training, job placement and retention services.

The Division continues to look at the above avenues, as well as other service delivery mechanisms that will enable staff to deal with the increased workload because of welfare reform. Community-based services available through one-stop career center sites, school-to-work and Caring Communities locations provide easier access to labor exchange services for welfare recipients. In addition, the increasing number of self-help services available to job seekers will free staff time badly needed to provide more intense services to welfare recipients and other job seekers who may need additional assistance to enter the workforce.

### **WOTC/Welfare-to-Work Tax Credits**

The DES uses the Work Opportunities Tax Credit (WOTC) and the Welfare-to-Work tax credit programs as tools to recruit employers and encourage them to hire applicants who have consistently had the most difficulty in securing employment. These programs give employers tax credits for hiring a person who meets the program criteria, while giving job seekers an opportunity to become productive wage earners. One staff person has primary responsibility for program outreach. This goal is reached by making presentations about the programs to employers and other community-based groups.

Although the programs are administered statewide from the Division's Central Office, local points of access to the program have been established through delegation of conditional certification authority to other agencies. The Division has entered into agreements with the Division of Family Services, Division of Vocational Rehabilitation, Department of Corrections, Division of Probation and Parole and Rehabilitation Services for the Blind. These agreements are in addition to federal-level agreements with the Veterans Administration and Job Corps. Agency staff working under contract with the Division of Family Services to provide labor exchange services to welfare recipients are also trained to provide conditional certifications. Agreements are also in place with JTPA Administrative Entities and local JTPA service providers in an effort to make these services more widely available throughout the state's one-stop career center system.

### **B.4 Child Care**

The increased demand on limited JTPA funds for training and supportive services, including follow-up services to help former participants retain employment, the state and local workforce development agencies have

increased their search for additional resources. Child care continues to be a primary and costly need of many customers served by JTPA.

Subsidized child care under the Child Care and Development Block Grant Act of 1990, and expansion of the Head Start programs, are helping the state meet child care needs and provide health information and crisis assistance for the entire family. Increased involvement with DFS and Welfare to Work has made this resource available to all the SDAs.

At the state level, the enactment of the Child Care Development Block Grant of 1990 resulted in a change in the responsibility for administration from one state agency to another and the establishment of an advisory committee of child care providers, educators, and users. The Division is a member of that advisory board.

### **B.5. Coordination w/Head Start**

Continued involvement at the local level with Head Start is becoming more and more important. A part of the emphasis of both JTPA and Welfare to Work is increased use of resources. For both child care needs, and transportation needs, local PICs are being encouraged to consult with local Head Start providers to ensure non-duplicative, yet more coordinated use of resources.

### **B.6 At-Risk Youth and Literacy Services.**

Missouri continues to address the needs of at-risk youth through local SDA funds, Department of Elementary and Secondary 8% education and coordination grant and school-to-work projects. Initially, literacy services for youth were provided as a pilot project through JTPA 8% funds. At its peak in PY'91, there were 21 Centers for At-Risk Youth which covered most of the state. These projects provided services to school dropouts and at risk youth with remedial and basic education deficiencies who were economically or academically disadvantaged. Generally, the program was provided to an eighth grade student. A dropout could enter at any time and either select to obtain a GED certificate or reenter high school. Often, a six-week summer remedial education program was available for those eighth graders who needed the services.

Beginning with the ninth grade, students could be placed in basic skills classes which included: language arts/ communication skills, social studies, science, mathematics, and fine arts.

For a high school student who could not earn enough high school credits to graduate with their graduating class, the project emphasis shifted toward attainment of a GED certificate. An eleventh grade student was referred to the appropriate occupational education program. These programs have proved so successful in reducing dropouts, many of their components have been

assimilated into the general curriculum of the public school system and serve as a model for the school-to-work projects.

Currently, funding comes from Carl D. Perkins funds, state vocational education, Adult Basic Education (ABE), Average Daily Attendance (ADA), JTPA 8% funds, local funds, in-kind contributions, and local JTPA Title II-A, Title II-C, and Title II-B.

### **Missouri Youth Service and Conservation Corps**

The Missouri Youth Service and Conservation Corps (MYSCC) combines community service and conservation promotion with work experience, training, and educational activities for participating Missouri youth. A preference for enrollment into MYSCC is given to high school dropouts and those determined to be at risk of dropping out of school. Through MYSCC participation, young people gain skills through subsidized employment which are transferable to unsubsidized employment, as well as post-secondary education opportunities.

Emphasis is being placed on MYSCC support of the continuing education for participants during and after the Corps experience. Eligible applicants for projects funded with JTPA Title II-A (8%) are encouraged to include post-service tuition vouchers to be awarded to corps members who obtained General Education Development (GED) certification while enrolled in MYSCC.

Each Title II-A (8%) funded MYSCC project and component will feature educational opportunities, particularly for economically and educationally disadvantaged young people, with post-service benefits in employment and continuing education opportunities.

Funding for MYSCC activity ranges from federal resources, including JTPA, to contributions from the Department of Conservation and the Department of Natural Resources, other local sources, and private contributions.

### **B.7 Dislocated Worker Unit Coordination**

JDT will contract with DESE to provide a portion of EDWAA 40% funds to be used by Substate Grantees to provide vocational training and educational assistance to retrain dislocated workers. Guidelines have been suggested for typical cost and length of training based on historical data within the state. Missouri currently has no limits on the cost or length of training provided to dislocated workers.

JDT works with Missouri Division of Employment Security (DES) to coordinate Work Connections Career Center programs with the unemployment compensation system and the federal-state Job Service employment system. Since July 1, 1989, a yearly contract has been established between JDT and

DES central office to coordinate these services to dislocated workers. When a plant closing or mass layoff occurs, arrangements will be made through DES central office to designate appropriate DES staff to attend meetings with employers and employees to present information about unemployment insurance, job search and placement services, Trade Adjustment Assistance (TAA), and Veterans programs.

To eliminate duplication of services, a separate agreement has been established between DED, JDT, and DES to coordinate the exchange of data on dislocated workers who may be participating in Work Connections Career Center, UI, or TAA. This information is accessed through the Job Training Information System.

As referenced above, the DES contract requires DES staff to present information regarding Job Service activities at all Rapid Response employee meetings and outlines coordination between JDT and DES.

JDT contracts with the Department of Elementary and Secondary Education (DESE) to provide educational assistance through JTPA Title III. Each member of the DWU Staff will coordinate with DESE on the availability of approved vocational courses where layoffs have occurred. Work Connections Career Center staff from the designated SDA are also familiar with the DESE approved courses available. Information regarding the schools and educational programs approved by DESE is accessed through the DESE Individual Referral Guide. The SDA also works with DESE and vocational training institutions to acquire DESE approval for new training programs that may interest dislocated workers.

The Missouri Worker Profiling and Reemployment Services System electronically links local Employment Security offices, Title III service providers, and the Unemployment Insurance (UI) system. The system identifies dislocated workers likely to exhaust UI benefits before finding reemployment and provides them enhanced services to meet their specific needs.

Since participation in this special program is a condition of UI eligibility, the electronic system is critical to ensure timely and proper payment of UI benefits. JDT and DES were jointly awarded a special grant from the U.S. Department of Labor (USDOL) in the amount of \$1,291,721 to purchase and install computer equipment to serve profiled workers. This equipment not only allows JDT and DES service providers to request, serve, and track profiled workers, but also provides these customers self-help services such as resume writing assistance and labor market information.

Due to increased number of trade impacted dislocated workers and the state's efforts to continuously improve customer service, DES and JDT are jointly designing a system to integrate and coordinate TAA/NAFTA and Title III services. An integrated service delivery system is being implemented utilizing \$1,218,000 in funding from a USDOL dual enrollment grant. The goal is a system that

eliminates duplication and provides seamless customer service between these funding sources. Under development and implementation are processes to provide for common intake, joint assessment, integrated case management, uniform billing procedures, and staff cross training. These procedures initiated along with Rapid Response efforts provide effective and timely service to workers eligible for TAA/NAFTA and Title III. Effective integration of these programs improves customer service and will be more cost effective in administration of limited funding levels.

To provide additional assistance to veterans who have experienced a dislocation, Missouri operates the JTPA Title IV-C program which is available through the four urban SDAs in coordination with Work Connections Career Center services. Missouri's state law (RSMo 285.235 and 285.237) requires all JTPA service providers to institute a veterans preference program. All SDA plans for Missouri Title III funds reflect the requirements of this state law.

The Department of Economic Development, through its Existing Business Development section, coordinates with Rapid Response activities through their eight regional offices. At the employer meetings, DED staff will obtain the occupations of the dislocated workforce and information regarding available buildings and/or equipment. This information will assist DED in attempting to match the employment and training needs of new and expanding companies with the experience and skills of concentrations of dislocated workers in Missouri. To maintain a consistent information exchange, JDT and DED staff talk regularly and meet at least monthly to exchange information about companies considering an expansion or location to Missouri.

JDT, together with DED and DES, work to identify industries that may be faced with economic dislocation to bring state and local resources to bear that may help avoid a closure or layoff. Local staff from DED, DES, and JTPA are in constant contact with the local communities to assist this effort.

State funding of Missouri Customized Training Program, also administered by JDT, will be used as an economic development tool to customize training for new and expanding companies as well as provide the company with a workforce which has the experience, attitudes and skills to quickly benefit the company, the workers and the State.

JDT's contract with the organized labor liaison (Missouri AFL-CIO) and requirements in the contract with the SDA, ensures coordination of social service programs. The AFL-CIO assists in sharing social service information through the training of a "Transition Team." The Transition Team, which is a group of volunteer workers from the affected company, is trained as a referral source for the Work Connections Career Center services and all local service organizations.

## **B.8 Collaboration with Economic Development Agencies**

The Department of Economic Development, through its Existing Business Development section, coordinates with Rapid Response activities through their eight regional offices. At the employer meetings, DED staff will obtain the occupations of the dislocated workforce and information regarding available buildings and/or equipment. This information will assist DED in attempting to match the employment and training needs of new and expanding companies with the experience and skills of concentrations of dislocated workers in Missouri. To maintain a consistent information exchange, JDT and DED staff talk regularly and meet at least monthly to exchange information about companies considering an expansion or location to Missouri.

JDT, together with DED and DES, work to identify industries that may be faced with economic dislocation to bring state and local resources to bear that may help avoid a closure or layoff. Local staff from DED, DES, and JTPA are in constant contact with the local communities to assist this effort.

State funding of Missouri Customized Training Program, also administered by JDT, will be used as an economic development tool to customize training for new and expanding companies as well as providing the company with a workforce which has the experience, attitudes and skills to quickly benefit the company, the workers and the State.

## **B.9 Title III Integration**

Missouri is currently making a concerted effort to integrate Title III and TAA/NAFTA services. A dual enrollment grant from the USDOL received in May 1997 is enabling the implementation of numerous new initiatives. A joint reemployment plan has been programmed that is accessible to both the Division of Employment Security who operates the TAA/NAFTA programs and all Title III operators. This common plan eliminates duplication during the intake process and will enhance the coordination and tracking of services. All customer services will appear in a single database.

Staff cross training is being presented to both TAA/NAFTA and Title III local service providers to ensure all staff have a thorough working knowledge of both programs. This training is critical to the coordination and integration of services.

Training funds are available to ensure the timely enrollment in training using Title III funds during the TAA/NAFTA eligibility determination period. These funds also provide the customer with training not approvable under TAA/NAFTA such as part-time training programs.



A survey system is also being designed and implemented to evaluate the resources needed at the time of layoff. This system will be comprehensive enough to identify customer demands, assist in planning enrollment services, and evaluate funding needs from TAA/NAFTA and/or Title III discretionary funds. This survey system will also evaluate customer satisfaction and allow for follow-up surveys to evaluate and improve program performance.

## **B.10 Coordination with Veterans Affairs and other Veterans' Programs**

Title III services for veterans are coordinated at the state and local level through contracts, agreements, mutual understanding and co-location. At the state level there is a contract with the Missouri Division of Employment Security (DES) to coordinate all programs and services available to dislocated workers, including veterans. This coordination effort at the state level begins during Rapid Response. Representatives from ES/Job Service are members of the State's Rapid Response Team, and provide information and services to veterans as needed. The State's "One Stop" coordination efforts require programs to be available at local full service and satellite One Stops in Missouri. In addition, the state provides Title III 40% funds to all fifteen SDAs in Missouri to fund the One Stop Career Center system, which furthers local coordination efforts. Currently, no JTPA Title IV-C program is funded by the U.S. Department of Labor in Missouri.

### **Wagner-Peyser Services to Veterans**

Veterans are provided preferential treatment for all job openings and employment services in accordance with 38 USC, Chapter 41 and 42 and 20 CFR. Part 652, Subpart A and B. Division policy specifies the requirement of preferential treatment for veterans and defines the level of responsibility for all Employment Service staff. Comparable levels of service to veterans are required in a One-stop setting.

Special emphasis for the delivery of labor exchange services through the year 2000 will be provided to those veterans' populations traditionally disadvantaged in the local labor market, as evidenced by greater rates of unemployment than their veteran or non-veteran counterparts. These groups include but are not limited to disabled, minority, female, homeless veterans, military separatees (without significant civilian work experience), and economically disadvantaged veterans.

A brief description of the programs designed to facilitate the employment of these populations and other veterans in need of lab or exchange assistance include, but are not limited to:

Transition Assistance Project (TAP)/Disabled Transition Assistance Project (DTAP): This is a congressionally authorized joint U.S. Department of

Labor/Veterans Administration (VA)/Department of Defense (DoD) initiative. Existing DVOP specialists and LVER staff are authorized by Congress to furnish employment and training information and certain services to members of the Armed Forces within 180 days before such members are separated from the military. These program activities are located at separation centers on most military installations. DTAP programs are located at some military hospitals as designated for separating service members who may receive medical discharges. States included in this program are expected to provide operational guidance in accordance with their agreements with DoD and VETS.

**One-Stop Career Center System Services:** DVOP and LVER program services are required to be included in each state approved one-stop career center system. DVOP/LVER staff can be stationed at such centers, but only to provide priority services to those populations targeted by VETS for assessment and intensified individualized career-development services.

Triage will be the primary method to identify those veterans to be referred to DVOP or LVER staff for assessment and individualized career-development services. Triage involves the screening of new applicants to determine whether they can best benefit from self-service, facilitated service to include job development and referral for job ready veterans who may be career designated or intensified client-centered services. DVOP and LVER staff should be cross-oriented in all services that may be available within the one-stop; however, their primary role is to assure and provide services to those veterans identified as most in need of intensive employment and training assistance.

**The Case Management Approach to Client-Centered Service Delivery:** VETS; special emphasis populations can best be served using a case management approach to the delivery of services. DVOP and LVER staff who have been trained using the curriculum developed by the National Veterans' Training Institute (NVTI) will provide intensive employability development, networking, referral and follow-up services for veterans identified for such services until and after they achieve their career placement objective. The guidelines for tracking and reporting of case managed clients will be followed.

### **B.11 Experienced Worker Program**

The Division provides overall program planning, administration, technical assistance, monitoring and evaluation for the JTPA Title II-A 5% Experienced Worker Program. An individual eligible under Title V of the Older Americans Act will be deemed eligible under EWP, if there is a joint program agreement between the Title V and JTPA program operators. Also, up to 10% of the individuals who have a barrier and meet Title V eligibility could be served through EWP.

The Division will continue to encourage state and local coordination activities. The Division has linkages with the Divisions of Aging, Employment Security, Older Americans Act Title V operators, and other workforce development agencies offering services to older individuals. JDT expects to expand employment opportunities for its older participants by networking with those agencies that provide employment services and share similar concerns for older individuals. For example, the EWP staff member serves on the Division of Aging's Missouri Senior Employment Coordinating Committee (MSECC), to increase program coordination, exchange program information and staff training resources. Annually, the MSECC sponsors Missouri's Older Worker of the Year contest which is designed to promote the hiring of older workers and to recognize the unique contributions that older workers make to the workplace.

### **III. Projected Use of Resources**

#### **1. Administrative Activities**

The State of Missouri will conduct on-site compliance or quality control monitoring of all SDA Title II programs to determine their compliance with JTPA, state established fiscal policies and procedures, related applicable laws and regulations, and the local Job Training Plans. The substate monitoring will include a determination of compliance to:

- training women in nontraditional employment;
- training-related placement of women in nontraditional employment and apprenticeships; and
- a description of efforts to be undertaken to accomplish the goals described above, including efforts to increase awareness of such training and placement opportunities.

Similarly, operators of Title II-A 8%, experienced worker, and other programs are monitored annually to ensure compliance and quality. The Division will also select potential problem areas for further, more in-depth review when appropriate. These reviews may consist of surveys, in-depth reviews of reporting, or more detailed on-site program reviews. Program quality reviews may be substituted, on an alternating year basis, for compliance reviews. In keeping with the outcome objectives of accountability and customer satisfaction, input will be sought and used for continuous improvement of the workforce development system.

Written reports will be issued after each monitoring with appropriate corrective action required within a 30-day period. On-site follow-up regarding the implementation of SDA corrective action will occur at a reasonable interval following the receipt of a corrective action plan, when required.

The state provides support to SDAs through various ongoing training and technical assistance activities. SDAs and individual program operators receive direct JDT on-site training and technical assistance, as needed, based on both on-site monitoring and desk review findings. These activities may be provided on an individual basis or through group sessions on a regional or statewide scale. Additionally, training and technical assistance will be targeted to enhance participation and skill building of PICs as well as MTEC, particularly in the role of oversight and monitoring of programs in support of the overall goal to enhance the quality and efficiency of services to all customers.

In addition to the state's annual on-site monitoring of SDAs and state-funded programs, the Missouri Training and Employment Council also maintains an active role in the oversight of all JTPA-funded programs.

Over the past few years, MTEC has been building a more expansive relationship with the stakeholders and customers of an integrated workforce development system. In addition to oversight of the JTPA-funded programs, it has increasingly received information on emerging programs from other workforce development training and related service providers.

The Council provides review and input into the state's JTPA incentive policy on at least an annual basis and becomes actively involved in the methodologies used to provide technical assistance and capacity building to program operators and SDAs in Missouri.

Administrative activities include planning and evaluation, program management, operations and monitoring, and fiscal management. JTPA funds will be used by the state for administrative activities and selected allowable activities under sections 121 and 122 of JTPA.

## **2. Five Percent Administration Grant for Title II Programs**

(a) The Division assists SDAs with the development of local plans and evaluates program effectiveness for state and local programs. JDT also coordinates and updates statewide participant and financial management of program performance levels.

Local SDA job training plans are evaluated by the state for compliance with state and federal law and certified for consistency with the Governor's Coordination and Special Services Plan. The state fulfills all federal reporting requirements on JTPA program performance and develops policy issuances and regulations for the implementation and operation of JTPA.

The Division continues to review and refine its programmatic financial and administrative policies to provide greater integrity to the entire JTPA system without circumventing the local PICs' authority.

The Division and/or the SDA monitors contractors and job sites for compliance with federal laws and regulations including compliance with procurement policies. The state also monitors planned versus actual performance to ensure that SDA contractors' performance demonstrates consistent progress.

The Division ensures that the obligation and expenditure of JTPA funds and the use of property are in compliance with the requirements and conditions of JTPA grants. The state provides financial information to meet federal, state, and internal financial reporting requirements.

Accounting records and documentation to identify and support expenditure of JTPA funds are also maintained. In addition, JDT will review independent audit reports of each recipient of JTPA funds for compliance with federal and state regulations. Procedures for deobligation of unspent funds and repayment of misspent funds are included in the fiscal management system.

The Division's current Deobligation/Reobligation Guidelines was implemented on July 1, 1994. A copy of the Guidelines are included as Attachment B. The Guidelines cover Title II-A and Title II-C funds which are awarded to SDAs. All other Title II-A and Title II-C funds are contracted and monitored on an annual basis by the state agency.

The Division will conduct selected activities under Section 121(c) of the JTPA as described in this plan. JDT provides staff support to the MTEC to assist the Council in carrying out its duties as described in the Act.

(b) Many of Missouri's 15 SDAs identified additional specific hard-to-serve barriers for Title II-A and Title II-C. These apply as appropriate to adult, in-school youth, and/or out-of-school youth. The Governor approved barriers include food stamp recipients, single parents with dependent children, family members in an AFDC or other public assistance household, displaced homemakers, and individuals who experience transportation problems which constitute a substantial barrier to employment.

Periodic reviews by JDT staff and MTEC of adult and youth program performance provide information for policy recommendations to strengthen the system and program design. With the implementation of the Welfare to Work Grant, SDAs are encouraged to re-assess JTPA barriers and modify local plans accordingly.

As required by the Job Training Reform Amendments (JTRA) of 1992, Service Delivery Areas (SDAs) and Substate Grantees (SSGs) must develop written Substate Monitoring Plans (SMPs) to effectively implement the oversight requirements described in Section 627.475 of the Job Training Partnership Act (JTPA), as amended. SDAs and SSGs are required to review the previously released U.S. Department of Labor (DOL) monitoring Technical Assistance

Guide (TAG) in the development of SMPs. Although the TAG was written prior to the enactment of the JTRA, it contains many elements which describe an effective local monitoring system and quality controls.

The following are considered to be the minimum elements and standards to be complied with in the development and implementation of a Substate Monitoring Plan. All plans must be submitted with the SDA's Job Training Plan. The Substate Monitoring Plan must be in a manual format.

1. Identification of Who is to Perform the Oversight Function: The plan must address the organization [or position(s) if performed by the Administrative Entity (AE)] which will perform any monitoring activities. The SMP must demonstrate that the organization [or person(s)] has the ability and capacity to fully implement all required functions. Oversight systems must demonstrate use of monitors who have a separation of duties from the items being reviewed.
2. Identification of the Private Industry Council's (PICs) and Local Elected Official's (LEOs) Roles in Reviewing Oversight and Program Evaluation Information: The PIC has a statutory responsibility to ensure that JTPA-funded programs are properly administered. Periodic reports must be submitted to the PIC in order for them to make appropriate judgements.

The Division requires periodic monitoring reports to the PIC regarding service provider compliance with the terms and conditions of contractual scopes of work (including JTPA statutory and regulatory requirements). These same reporting requirements extend to all Administrative Entities which operate programs directly.

Also, subcontractor and SDA-wide performance reviews must be provided to the PIC periodically. In addition, programs must be periodically reported on regarding their overall quality focusing on the adequacy of: assessment, JTPA program activities and services, coordination with other agencies to meet the comprehensive needs of clients, and participant outcomes.

Inherent with the PIC's statutory requirement, is an assurance that when problems are identified, prompt and appropriate corrective action will be taken.

The Private Industry Council must ensure the above listed reporting systems function properly by way of reports to the full council or a standing committee.

Local Elected Officials may participate in this reporting/ review process in accordance with agreements developed with the Private Industry Council.

3. The SMP must be written and fully describe all aspects of the SDA's/SSG's monitoring system.
4. The SMP must be signed by the Director of the Administrative Entity, the PIC Chair and the Chief Local Elected Official.
5. The plan must demonstrate that the SDA/SSG's programmatic and operational oversight systems effectively regulate JTPA, as amended, as well as, JDT issuances.
6. SDAs must ensure that every brokered contractor performs on-site monitoring of OJT employers and other subcontractors to verify compliance with subcontract terms before making payments. Once initial compliance is established, a periodic payment structure may be established. SDA monitorings of brokered subcontractors must be conducted periodically to ensure on-going integrity. The monitoring of OJT employer records and training systems must be in full compliance with JDT standards at all times.
7. Non-brokered programs and services performed by the AE must be monitored at least annually, except where JDT's OJT monitoring requirements are stricter.
8. The SMP must describe (or include) the monitoring tools and instruments which will be utilized, how they will be utilized, and the frequency of their use.
9. The SMP must address the various procedures which will be utilized to ensure compliance with other (non-JTPA) federal laws and regulations (i.e., Fair Labor Standards Act).
10. The SMP must address the various oversight procedures which will be utilized to ensure that participants are provided quality services. The Division considers program quality as essential in achieving the goals of the Job Training Reform Amendments and substantive participant outcomes.
11. SDAs and SSGs must use random sampling techniques in participant file reviews to perform a documented test of current program year enrollee eligibility in every subcontractor and program which is operated. The following sample sizes are required at a minimum depending on the

universe to be reviewed at an operator by program subpart (Title II-A, II-B, II-C) and Title:

<u>Universe</u>	<u>Sample Size</u>
1-200	51
201-300	55
301-400	58
401-500	60
501-1,000	63
1,001-1,500	65
1,501-2,000	65
2,001-5,000	67
5,001-10,000	67

This table is based on random sampling for attributes when the expected rate of occurrence is not over 20 percent with a confidence level of 90 percent, plus or minus 8 percent. SDAs and SSGs must retain written documentation concerning their test(s) of eligibility to include the individual participant files and sources reviewed.

12. Each SDA/SSG must perform a documented JTIS validation of current program year participant records at least annually. The validation must ensure that applicant and participant records have been entered in the JTIS and, conversely, that participants listed in JTIS have a complete file. A statistical sampling, using the above universes and sample sizes, must also be performed which reviews the accuracy of program activity and participant termination codes entered into JTIS. This sample must also include a full review of the accuracy of MOJT form completion and keypunching of information from MOJT forms into JTIS. At a minimum, the JTIS validation must be conducted at a time which will ensure a majority of participant files are reviewed during the course of a program year. SDAs and SSGs must retain written documentation of their JTIS validations, to include file count information which includes the files to be entered in JTIS as of the date of the validation, and the individual participant files sampled for accuracy of program activity/termination code entry in JTIS.
13. A description of the processes to be used for interviewing which includes participants, employers, trainers, operational and administrative staff. Documented interviewing for compliance and program quality must be performed on all brokered contracts. AEs which perform various functions internally may substitute documented reviews of the processes performed by staff when process reviews would be clearly more suitable and yield information of higher quality.



14. A description of the SDAs oversight system to ensure compliance with all equal opportunity provisions of the JTPA. The oversight system must encompass both the Administrative Entity and all subcontractors and include applicant outreach, applicant selection criteria, program enrollment criteria, participant outcomes, and agency hiring practices.

### **3. Five Percent Older Workers Program (Experienced Worker Program)**

Missouri will continue in PY'98-99 to serve economically disadvantaged Missourians aged 55 and over through the Experienced Worker Program. The Division administers the Title II-A Experienced Worker Program (EWP) through contracts with local program operators who have demonstrated the capacity to manage quality employment and training programs. The Division provides overall program planning, administration, technical assistance, monitoring and evaluation.

In PY'98-99, Missouri will distribute approximately \$698,965 (excluding carryover funds) under the Title II-A set-aside to operate job training programs for experienced workers throughout Missouri. These funds will be used to train and employ economically disadvantaged individuals, 55 years of age and over, who have encountered barriers to employment. An individual eligible under Title V of the Older Americans Act will be deemed eligible under EWP; if there is a joint program agreement between the Title V and JTPA program operators. Also, up to 10% of the individuals who have a barrier and meet Title V eligibility could be served through EWP.

The Division will contract local EWP administration and delivery through the PIC or a PIC acceptable alternative EWP contractor. This approach should increase coordination with locally administered JTPA services, linking EWP to the SDA service delivery system.

Funds will be equitably distributed to contractors in all 15 SDAs based on an allocation method. Title II-A 5% funds will be equitably allocated to all 15 SDAs based on a formula methodology. The formula methodology will take into account the relative share of the population of eligible older individuals age 55 and over residing in each SDA and the participation of such older individuals in the labor force. Each EWP contractor's responsibility will consist of, but not be limited to, the day to day operation and fiscal functions of the program as specified in JDT's contract agreement.

On-the-job training and job search activities comprise the primary program activities for the EWP. On-the-job training may consist of either part-time or full-time training based on the needs of the experienced worker and the employer. Job search activities may be one-on-one designed for the specific needs of each individual participant or in a structured group approach to teach effective job seeking skills.

All program operators will offer participants a comprehensive mix of services, tailored to meet individual needs. Additional assistance available to program participants include: assessment of skills, personal development needs, identification of employment goals, vocational training, counseling and supportive services, and needs based payments if appropriate. Following the assessment, job development efforts will be directed to both full-time and part-time on-the-job training in the private sector. The Hospitality Host component which serves Missouri's growing tourism and service industries continues to expand the opportunities for EWP customers. Since part-time employment plays an important role in matching employers' needs with the needs of experienced workers, job development efforts will be specifically targeted to those employers using part-time positions. Industries and occupations projected to have the largest employment increases in the future are frequent users of part-time workers.

Vocational training will also be made available to experienced workers through a contract with Department of Elementary and Secondary Education (DESE). The Division has set aside Title II-A EWP funds specifically for this purpose.

To assist EWP program operators in providing a mix of program services, JDT will place greater emphasis on the provision of technical assistance, training and program reviews. All EWP contractors will be required to meet performance standards criteria described in the performance standards methodology in Section IV of this plan. Additionally, JDT, with approval of MTEC, has established outcome measures to ensure effective services to older individuals. Two of the measures, the number of participants placed in employment and average wage at placement, are specific to each centralizing agency while the third measure, entered employment rate, is constant. These outcome measures are more stringent than the performance measures. EWP operators' performance will be regularly evaluated by JDT using a quarterly Performance Report.

The JTPA regulations' Section 628.320(a)(1), stipulates that the Governor consult with the appropriate Private Industry Councils and Chief Elected Officials prior to entering into service agreements to assure that the services provided are consistent with the program and activities in the SDAs.

Currently, the state contracts the experienced worker services authorized through JTPA using a single scope of work for all SDAs. Since the program is operated locally by administrative entities, consultation with the PICs is inherent in the contracting process. In addition, this contracting method ensures that services are consistently provided for all of the SDAs customers

In the event that services for experienced workers are provided under an agreement between the state and an agency other than the Administrative Entity

in the SDA, the state will notify the PIC and CEO of the proposed arrangements while offering an opportunity for consultation prior to the execution of such an agreement.

SDAs have always been encouraged to assist experienced workers with additional barriers to employment. In PY'98, the Governor has identified and accepted the following barriers to employment for the Experienced Worker Program.

- deficient in basic skills;
- high school dropouts;
- recipients of cash welfare payments, including TANF;
- offenders;
- individuals with disabilities;
- individuals who are homeless;
- recipients of food stamps;
- displaced homemakers;
- single parents with dependent child(ren);
- family members in AFDC or other public assistance household;
- dislocated worker;
- veterans;
- individuals who have a documented chronic medical condition and are under the care of a physician;
- minority;
- individuals with outdated skills;
- individuals who do not have access to dependable transportation.

The Division will continue to encourage state and local coordination activities. The Division has linkages with the Divisions of Aging, Employment Security, Older Americans Act Title V operators, and other workforce development agencies offering services to older individuals. JDT expects to expand employment opportunities for its older participants by networking with those agencies that provide employment services and share similar concerns for older individuals. For example, the EWP staff member serves on the Division of Aging's Missouri Senior Employment Coordinating Committee (MSECC), to increase program coordination, exchange program information and staff training resources. Annually, the MSECC sponsors Missouri's Older Worker of the Year contest which is designed to promote the hiring of older workers and to recognize the unique contributions that older workers make to the workplace.

#### **4. Eight Percent State Education Coordination and Grants**

(a) The Missouri Department of Elementary and Secondary Education will serve as the State Education Agency responsible for eight percent funds. The Division

of Job Development and Training will enter into an agreement with the Department to administer the funds.

(b) The Department of Elementary and Secondary Education makes grant awards under a competitive request-for-proposal. Project activities conducted consist of school-to-work, literacy and lifelong learning and nontraditional employment activities for women. The Department coordinates with JDT and the Missouri Women's Council in the development of the proposal.

(b) (i) The Department of Elementary and Secondary Education will fund projects with the following outcomes and strategies:

### **School-to-Work Transition Programs**

Specific outcomes sought from school-to-work projects are as follows:

At-risk students remain in school.

High School Seniors will graduate.

Dropouts obtain their GED.

Participants will obtain the practical and theoretical knowledge of work.

Participants obtain unsubsidized employment.

Participants apply for postsecondary education.

### **Strategies, Activities and Services**

Strategies, activities and services include, but are not limited to:

1. Providing youth with the necessary academic, career counseling decision-making skills and knowledge for post high school employment and training;
2. Increasing coordination with work site and/or exposure to work for youth via mentoring, volunteerism, exploration, work experience, or other means;
3. Integrating the concepts of school-to-work transition into the school curriculum to include the development of programs and services which are available on a year-round basis;

4. Developing partnerships with local private sector employers and use other community resources to meet the school-to-work transition needs of youth; and
5. Providing youth with academic instruction to remain in school or adult basic education instruction to attain a General Education Development (GED) certificate.

Programs designed may include activities and services identified in Section 264(b) of the JTPA Act that will assist in meeting the goals identified above.

In accordance with Section 628.315 (f) of the Interim Final Regulations, services provided under Section 123 will be available to 14 and 15 years olds.

### **Literacy and Lifelong Learning Programs**

Specific outcomes sought from literacy and lifelong learning projects are as follows:

Participants improve literacy level.  
 Dropouts obtain their GED.  
 Participants have increased earnings.  
 Participants obtain an occupational certificate or diploma.  
 Participants obtain the practical or theoretical knowledge of work.

### **Strategies, Activities and Services**

Strategies, activities and services include, but are not limited to:

- Create greater access to education, labor market and career planning information, and resources;
- Promote SCANS competencies and foundation skills within adult literacy to develop lifelong learners;
- Support broad-based initiatives that will assist or provide Missouri employers and citizens with information and services to determine their literacy, occupational and skill needs, and/or deficiencies to better realize their full economic potential;
- Establish an environment for change in how agencies and individuals invest and re-invest in human capital for longer-term results;
- Encourage coordination across programs and agencies that promote the concepts of parents-as-teachers and family learning so that the family

becomes the foundation in developing the concepts of literacy and lifelong learning;

- Promote the articulation of training programs for the sequential development of an individual's skills, thereby promoting lifelong education; and
- Promote literacy services, including GED preparation, tutoring, and living skills;
- Promote literacy, skill, or other audit services for participants and employers;
- Promote youth service and conservation corps education components; and
- Promote activities that allow adults to pursue further education and training.

Literacy and Lifelong learning programs funded under this section will use activities and services included in Sections 204 and 264 of the Act that will assist in meeting the goals identified above.

### **Nontraditional Employment for Women Programs**

Specific outcomes sought from nontraditional projects are as follows:

Women obtain unsubsidized, nontraditional employment.  
Women obtain an occupational certificate or diploma.  
Women will obtain unsubsidized traditional employment.  
Women will remain employed for a minimum of twelve (12) months.  
Women will complete post-employment training.  
Employers will hire participants from the nontraditional employment for women programs.

### **Strategies, Activities and Services**

Strategies, activities and services include, but are not limited to:

- Promote educational, training, and/or career enhancement opportunities for women;
- Identify and address obstacles women face in non-traditional occupations and incorporate potential solutions to those barriers in program design;

- Inform women of potential increases in earnings, benefits, job satisfaction, and job advancement when employed in a non-traditional field;
- Dispel myths and address prejudice about non-traditional fields for women by providing exploration and information to them; and
- Provide support to women in non-traditional careers which increase their self-esteem, awareness, and retention in programs via family support and long-term case management;
- Promote career exploration, job shadowing, mentoring, guidance and counseling, and work experience;
- Promote supportive services; and
- Promote skill training and/or placement into on-the-job training in non-traditional fields.

Nontraditional training programs for women funded under this section will use activities and services included in Sections 204 and 264 of the Act that will assist in meeting the goals identified above.

**(b)(ii) Work-Based Curriculum**

School-to-Work projects funded under this section may use a work-based learning component which may include as appropriate:

1. Paid or unpaid work experience;
2. Work-based activities coordinated with learning in a school-based component;
3. On-the-job training;
4. Instruction in general workplace competencies;
5. Broad instruction in all aspects of an industry;
6. Workplace mentoring experience; and
7. Job shadowing.

**(b) (iii) Career Path Employment**

School-to-Work projects will provide career path employment services such as career assessment, guidance and counseling, and other services which assist youth in identifying and enrolling in postsecondary education opportunities and seeking postsecondary employment where appropriate.

#### **4(c) State Education Agency/Service Delivery Area Agreements**

The Department of Elementary and Secondary Education, operating as the State Education Agency under this plan, will enter into agreements with each SDA and other entities such as other state agencies and community based organizations, as appropriate. Agreements where 80% funds are used within an SDA, will be specific to the projects funded.

#### **4(d) Human Resource Investment Council**

There are no planned activities to initiate a Human Investment Council and therefore to support such council with Section 123 funds.

#### **4(e) Support of State Council**

JDT utilizes a portion of the Section 123 eight percent funds to aid provide staff support to the Missouri Employment and Training Council and to assist with coordination activities between JDT and the Department of Elementary and Secondary Education.

#### **4(f) Match**

The Department of Elementary and Secondary Education, JDT and local projects will provide matching funds from non-JTPA sources. U.S. DOL approved Missouri's request to waive the matching requirement for the 20 percent funds for coordination activities at JTPA Section 123(a)(3) and 20CFR 628.315(e)(1).

### **(5) Five Percent Grant for Capacity Building, Technical assistance and Incentive Awards**

(a)(b) The Division, in coordination with other partners, plan to use the JTPA funds earmarked for capacity building and technical assistance at the state level to continue support of the Missouri Training Institute. The Missouri Training Institute will continue to meet a variety of training and development needs for the Missouri workforce development system. Professional staff development and other capacity building is provided in a close working environment with staff and management of JDT, AEs, PICs, local program operators, and other state agency partners.

The state will continue to provide technical assistance directly or by procuring training consultants to work with one or more SDAs as the need dictates. The Missouri Training Institute works closely in coordination with JDT to provide preventative technical assistance as well as professional staff development and other capacity building. Staff training is jointly designed and financially supported by the state agency partners and SDAs to provide more timely technical



assistance to the SDAs on regulatory issues as well as information sharing of best practices.

Cross-training, particularly with the Division of Employment Security and the Division of Family Services, is provided by the Missouri Training Institute, JDT, and others. This has enhanced the coordination and cooperation among the state and local service providers as the One-Stop Career Center system evolves.

In an effort to increase broader local staff participation in capacity building, the SDA may earmark a portion of its incentive grant and/or expend formula funds for staff training. Each SDA will include a description of any local technical assistance and/or capacity building in its job training plan. These activities must complement statewide capacity building and/or technical assistance strategies.

(c) (1) The state assures that not less than 67% of the funds available under 202(c)(1)(B) are used for incentive grants.

(c)(2) The state has an issuance system to communicate JTPA policy decisions and pertinent information to SDAs which assists in the development and implementation of programs and plans. Topics have included sharing pertinent state and federally issued information on the JOBS program, customer satisfaction process, and an update on regional treatment centers where drug information and rehabilitation services can be obtained.

The state has issued planning guidelines to SDAs to assist in the development of their local Job Training Plans.

SDAs are also provided statewide and local information regarding social and economic characteristics, occupational and industrial characteristics, and labor market conditions. The state will continue to develop information on industries losing or gaining employment and industries expanding their work forces. Occupational projections to 2000 have been developed for the state, St. Louis Standard Metropolitan Statistical Area (SMSA), and Kansas City SMSA. Projections for the remaining SDAs were published in PY'95.

These projections identify occupations in demand as well as other occupational information. The Division, working with the State Data Center, the Missouri Occupational Information Coordinating Committee, and the Division of Employment Security, provides SDAs with a variety of publications, newsletters, and data reports on a variety of labor market issues. Special requests for sub-SDA data analysis can also be provided.

JDT has established a field representative system to provide ongoing technical assistance in planning and implementing JTPA programs. Several staff members serve as liaisons between their assigned SDAs and JDT. They provide guidance to PICs and AEs to assist them in carrying out the roles and

responsibilities in providing services to their customers. Other JDT staff provide training or technical assistance to the SDAs and other agencies when appropriate.

The state provides individual orientation sessions to PICs upon request and provides a training session at MTEC's Annual Governor's Job Training Conference. JDT's PIC Liaisons, in conjunction with MTI, also provide two JTPA orientation sessions per year which are open to PIC members. The Division requires all SDAs to develop and implement a PIC orientation manual for members.

The state will continue to provide in-service training through its PIC liaisons, operations staff, and the Missouri Training Institute. In addition, the state convenes regular meetings of the SDAs' AE Directors and their staff to provide in-service training and discuss issues of concern.

#### **IV. Performance Standards**

##### **A. Title II**

##### **1. Departure points for measures**

Missouri will use the "National Departure Point" provided by U.S. DOL for all of the Secretary's measures. State Outcomes are based on PY'95 baseline figures, which are used as State departure points.

##### **2. Methodology used for adjustments**

Missouri plans to use the U.S. Department of Labor's (U.S. DOL's) national adjustment models to adjust SDA performance standards. The Governor's adjustment will be included using DOL's "Regional Effects" for Region VII. Missouri was granted a waiver of the Follow-up system and allowed to convert to the use of Unemployment Insurance Wage Record information for calculation of adult Performance Standards. Comparison models are being calculated from DOL's draft guidance on using UI Wage credit information to calculate Performance Standards. Those models will be finalized upon receipt of final guidance from DOL.

Missouri plans to use the following standards for PY'98 and PY'99:

- Youth Entered Employment Rate
- Youth Employability Enhancement Rate
- Adult Post-Program Employment Rate
- Adult Post-Program Earnings
- Welfare Post-Program Earnings
- Welfare Post-Program Employment Rate

Regional adjustments may be made on Title II-A and Title II-C standards at the Governor's option. Copies of the JTPA Title II-A and Title II-C performance standards calculation worksheets and instructions will be provided to the SDAs. Updated regional adjustment factors have not yet been forwarded from U.S. DOL.

### **3. Describe how the State determines SDAs performance standards.**

At the end of the year, final performance standards are calculated for each SDA. End-of-year terminée (participant) characteristics and updated economic data are used in the U.S. DOL model. The average unemployment for the period of April, 1997 through March, 1998 will be used for PY'98; and April, 1998 through March, 1999 for PY'99. Actual performance levels are compared to these final performance standards to determine which SDAs will be eligible for incentive grants and which will be in need of technical assistance. An SDA may appeal any model adjusted standard that is an extreme value. Appeals will be considered for standards that have been derived using two or more extreme factor values.

Additionally, Missouri has established four Outcomes in response to the Governor's request that MTEC begin to evaluate workforce development programs in Missouri. Those four outcomes, which will also be evaluated at the end of each Program Year, are:

- Number of people moved to a higher wage job;
- Number of people moved from below the poverty line to above;
- Number of unemployed people to obtain jobs;
- Number of people who obtained jobs that are still employed (not necessarily the same job).

Missouri has established PY'95 as the "Baseline Year" for evaluation of increasing those Outcomes. Each SDA is expected to increase PY'98 performance on those outcomes by at least 10% (adjusted for population growth).

### **4. Incentive Award Policy**

Missouri's incentive grant system will:

- Provide incentive grants to SDAs that exceed their minimum performance goals only if 65% of their participants meet the definition of hard-to-serve pursuant to Sections 203(b), 263(b) and (d);
- Set aside incentive funds for SDAs that demonstrate quality service to out-of-school youth;

- Consider the relative size of the SDA in half the awards while dividing the other half in equal shares; and
- Provide incentive awards to SDAs for placing participants in employment that includes employer-assisted benefits.

The method to distribute incentive grants for performance during PY'97 and PY'98 consists of the following steps:

Step 1: The Title II-A and II-C incentive pool of funds will be broken down into twelve separate pools as follows:

Pool #1 – Adult Post-Program Employment Rate (1/6 of 40%).

Pool #2 – Welfare Post-Program Employment Rate (1/6 of 40%).

Pool #3 – Adult Post-Program Earnings (1/6 of 40%).

Pool #4 – Welfare Post-Program Earnings (1/6 of 40%).

Pool #5 – Youth Entered Employment Rate (1/6 of 40%).

Pool #6 – Youth Employability Enhancement Rate (1/6 of 40%).

Pool #7 – Demonstrated Record of Success with Model Out-of-School programs (5%) (see criteria for Model Out-of-School Youth Programs).

Pool #8 – Employer-Assisted Benefits service level (5%) (see criteria for placements in Employment Providing Employer Assisted Benefits).

Pool #9 – Missouri's Governor's Outcome Measure Number Who Got a Job and were still Employed after 6 Months (12-½%).

Pool #10 – Missouri's Governor's Outcome Measure Number Who Got a Higher Wage Job (12-½%).

Pool #11 – Missouri's Governor's Outcome Measure Number Who Moved from Unemployed to Employed (12-½%).

Pool #12 – Missouri's Governor's Outcome Measure Number who Moved Above the Poverty Line (12-½%).

- Step 2: A SDA will qualify for an incentive award only if the proportion of its total participants beyond objective assessment in Title II-A and Title II-C at the end of the program year is equal to or greater than 65% hard-to-serve as defined in Sections 203(b) and (d) of JTPA. This constitutes a stand-alone eligibility criterion for an incentive award.
- Step 3: The award for each SDA in Pools #1-8 will include computation of the SDAs relative share based on prior year's Title II-A and II-C funding levels. The award for each SDA in Pools #9-12 will **not** include a relative share computation.
- Step 4: The amounts for Pools #1-8 will be divided between the SDAs that meet or exceed each performance standard so long as the SDA meets or exceeds at least four of six DOL standards and one of the two Youth Standards.
- Step 5: The amounts for Pools #9-12 will be divided equally among the 15 SDAs if the State meets or exceeds the Statewide Outcome so long as each SDA met at least 70% of their portion of the Statewide Outcome.
- Step 6: The local portion of the State Outcome will be adjusted down for any SDA in which the unemployment rate for the current period being measured exceeds the previous period on which the outcome measures were based. No adjustment will be made to the SDAs in which the unemployment rate decreased.
- Step 7: If the State fails to meet one or more of the Governor's Outcome Measures statewide, the effected pool(s) will be divided among the SDAs in the following weighted method based upon their success in achieving the outcome measure as follows:
- |    |                               |            |
|----|-------------------------------|------------|
| a. | Meet or exceed measure        | 100% Share |
| b. | Meet 90% of measure           | 90% Share  |
| c. | Meet 80% of measure           | 80% Share  |
| d. | Meet 70% of measure           | 70% Share  |
| e. | Meet less than 70% of measure | 0% Share   |

## **CRITERIA FOR MODEL OUT-OF-SCHOOL YOUTH PROGRAMS**

Ten percent of the incentive pool funds for Titles II-A and II-C will be allocated for programs with a demonstrated record of success in serving out-of-school youth. Missouri's criteria is designed to explicitly promote increased, quality service to this particularly hard-to-serve population. JTPA revisions require that for an SDA to receive

consideration for such an award, they must first pass a gate in which not less than 50% of youth served must be out-of-school. Then, it must be determined whether or not specific programs have a demonstrated record of success.

The following criteria will be used to determine if a program demonstrates quality to out-of-school youth:

- The criteria will consider innovative youth models having a positive impact on long-term earnings potential. Missouri encourages SDAs to pilot or replicate approaches that encompass ideas and strategies such as contextual learning and scans competencies which integrate occupational and basic skills while emphasizing those skills that are in demand or are projected to be in demand in the workplace. Specifically, the out-of-school programs that include any criteria such as the following will be awarded.

#### Program Criteria

Hands-on labor intensive activities such as: housing renovation, construction and/or weatherization; disaster relief; conservation/natural resource management; and/or, human service activities are combined with educational activities such as: GED classes; life/job skills; and, leadership training.

The promotion of activities that lead to the acquiring of skills such as allocating resources, acquiring and evaluating information, monitoring and correcting the performance of system, and applying technology to specific tasks, as well as other basic thinking and interpersonal skills.

Vocational-oriented, basic skills are weaved into job training.

Personal work traits and employability skills are enhanced through pre-employment/work maturity training.

Instruction contains work-based learning objectives.

Job specific skills such as computer assembly, architecture, air conditioning and heating, retail sales, and food service, are taught.

This broad approach allows any SDA that meets the initial 50% gate to receive an award, and points the SDAs in the direction of modeling their out-of-school programs after youth models that have shown more success in improving the long-term earnings potential of this hard-to-serve population. SDAs are encouraged to focus on program content, as well increased service to out-of-school youth. Programs that encompass ideas and strategies such as contextual learning and the scans skills are strongly encouraged.

## **CRITERIA FOR PLACEMENTS IN EMPLOYMENT PROVIDING EMPLOYER ASSISTED BENEFITS**

The Performance Standards require that states develop a Title II-A and II-C 5% incentive policy to award placement of participants in employment providing employer-assisted benefits. Missouri will award 10% of the incentive pool of funds based on this criteria.

The definition for an employer-assisted benefit is detailed in the SPIR, i.e., it must consist of, at a minimum, health insurance benefits and coverage under Social Security or an equivalent pension plan. In the JTIS system this information can be captured on the MOJT-3 in Field 20, fringe benefits. By definition, these would have to be terminations from training.

The Department of Labor (DOL) Guidelines provide that the state could determine a departure point or benchmark to sue in setting a reward level for benefits. The departure point would serve the same function served by the numerical national Performance Standards.

Bureau of Labor Statistics (BLS) Data: The BLS conducted a national survey of employee benefits in large, medium, and small employers in 1991-92. The results for large and medium employers were published in a report and are representative data for 36 million employees. The results for small employers were published in a separate report and are representative of 40.8 million employees.

The survey conducted of medium and large employers defined them as establishments employing 100 or more employees. Small employers were defined as establishments employing less than 100.

These reports contain data on the incidence of employees participating in some type of employee benefit plan. The data covers a range of different types of benefit plans: health insurance, pensions, paid holidays. It also aggregates that data for different

employee groups. Such data could be derived and adapted as a basis for a benchmark for employer-assisted benefits. The main weakness with this data is that it is based on a national survey sampling which may or may not be representative of local economic conditions.

The rationale is: The minimally acceptable level of placements in jobs providing employer-assisted benefits should be established at the proportion of incidence in the population of employees receiving benefits. In other words, SDAs should be minimally as good at placing participants in jobs with employer-assisted benefits as the participants would be if they obtained a job on their own in current economic conditions.

Since this means that the state is establishing a benchmark for placements, certain assumptions are built into the selection of a target figure:

- It is assumed that the largest number of placements in the Missouri JTPA system occur with small employers. This is assumed because the data suggest that the largest number of employers as well as the largest number of new jobs in Missouri occur with the employers who employ fewer than 100 employees. For this reason the incidence of employee benefits provided by small employers should be selected.
- It is assumed that the largest number of placements in the JTPA system will occur in service and production jobs. Sectors hiring these occupations have shown the greatest growth in new jobs. For this reason the incidence of employee benefits in these occupational groupings are likely to provide a better indicator of expected minimum performance.
- Since benefit plans vary widely even among small employers employing service and production jobs, some baseline indicator of the incidence of a range of benefits is needed. As indicated, Performance Standards regulations require that incentive awards be made for employer-assisted benefits consisting, of at a minimum, health insurance benefits and coverage under Social Security or equivalent pension plan. Employers may provide any of the above or none. The incidence of one category of benefits does not necessarily mean the others are provided by employers.
- It is assumed, for purposes of establishing a benchmark, that the incidence of a medical care as defined in the Bureau of Labor Statistics survey, is a predictor of a range of benefits provided by an employer and that it is a better predictor of pension benefits or other fringe benefits than other benefit plan incidences. In other words, a medical care benefit is more likely to predict the existence of a pension/Social Security than the other way around.

For these reasons, the recommended minimum benchmark is the BLS percentage for the incidence of medical care for full-time participating production and service employees in small private establishments. This percentage reported in the 1992 BLS report is 61%.

This would mean that 61% would be the minimum percentage of placements in jobs with employer-assisted benefits in order for an SDA to obtain a reward on this factor. In Missouri, attainment of this minimum would determine whether an SDA obtained 10% of its maximum award available.



**5. Describe procedure for TA for SDAs failing to meet Performance Standards**

The state has a technical assistance policy in place for SDAs who do not meet their minimum Title II-A and Title II-C performance standards. It may include:

- technical assistance from any JDT section in all aspects of the performance standards. Such consultations/visits may include PIC members, SDA staff (including subcontractors), and administrators;
- ongoing technical assistance by Field Services staff to include the PIC and local administrators;
- a written corrective action plan by the SDA;
- continuous monitoring, including monthly updated performance standards reports and ongoing technical assistance throughout the program year. The SDA will be alerted to potential problems and advised as to remedial actions.

**6. Describe procedures for reorganization Plans for SDAs failing to meet Performance Standards**

Failure to attain a minimum of four (4) U.S. DOL performance standards or at least one youth performance standard at the end of any two consecutive program years will result in the imposition of JDT's performance standards sanction policy and authority for remedy pursuant to Section 106 of the Act.

Such remedies may include restructure of the PIC, prohibiting the use of designated service providers or other changes as the Governor deems necessary to improve performance including the selection of an alternate entity to administer the program for the SDA. The alternate Administrative Entity may be a newly formed PIC or any agency jointly selected by the Governor and the Chief Elected Official (CEO) of the largest unit of general local government in the SDA.

Any reorganization plans made in accordance with the performance standards sanction policy shall be made with full opportunity for a hearing. The hearing must be requested within 10 days of the receipt of the Governor's reorganization plan. A hearing will be held within 30 days of filing and written notification of the hearing determination issued within 60 days.

Upon receipt of the Governor's written notification that the hearing determination upheld the Governor's imposition of a reorganization plan, an SDA will have the right to appeal to the Secretary of Labor. Appeals must be submitted jointly by the PIC and CEO(s) of the SDA. The Secretary will accept appeals dated no later than 30 days after the SDA's receipt of the Governor's written notification of the hearing determination. A copy of the appeal must be simultaneously mailed to JDT when filed. The Secretary shall make a decision within 60 days of the date of appeal.

Sanctions will be imposed through a sanction letter signed by the director of JDT. Sanction letters will be mailed to the chairperson of the PIC, the CEO(s) and the SDA Director. Corrective action plans which are developed in response to a sanction must contain the signature of all three of these individuals. Sanctions will be removed only through a letter signed by the Director of JDT.

In addition to the six core national standards under Title II, there are also two standards mandated by U.S. DOL for the older worker program. The following performance standards apply to Missouri's Experienced Worker Program (EWP) and will not be factored into the performance standards sanction policy:

- Entered Employment Rate; and
- Average Hourly Wage at Placement.

**NOTE:** Programs operated under Section 204(d) are state programs even though they may be operated by various local entities. Therefore, performance standards will be applied to the total statewide EWP.

No additional data on EWP performance is currently available to assist in setting national standards. However, the Job Training Quarterly Survey (JTQS) has detailed employment and wage data on older workers served by regular Title II-A programs. Based on this data and adjusting for the 20 hours per week employment requirement, the Secretary has set national standards.

## **B. Title III**

1. The state is currently using entered employment rate and average wage at placement as the Performance Standards for JTPA Title III. Other performance measures are considered when determining potential need for technical assistance.

The state has funded Work Connections Career Centers throughout the state and customer satisfaction is a driving force in our quality work approach to the delivery of activities and services. The customer focus effort involves surveys and evaluations by the customer, both participants and employer, which capture satisfaction, reduce dissatisfaction, and promote continuous improvement. These feedback tools are implemented to test the added value of the Work Connections Career Center approach to the delivery of services.

Four additional outcome measures have been established as an accountability strategy for Missouri's workforce development system. The four measures are as follows:

- 1) Increase the number of people who obtain jobs.

- 2) Increase the number of people who are still employed somewhere after 3, 6, 9, 12 and 24 months.
  - 3) Increase the number of people who move to higher wage jobs.
  - 4) Increase the number of people who move from below the poverty level to above it.
2. Each quarter the Division calculates each SDAs Performance Standards and Actuals. This information is forwarded to each SDA for planning and technical assistance analysis. The Performance Standards are calculated in accordance with the Department of Labor Training and Employment Guidance Letter (TEGL) 7-91.
  3. A substate grantee which fails to meet its Title III Program minimum performance standard for any two consecutive years may be subject to the Governor's authority under 20 CFR 629.46(d)(5). This may include expenditure by-pass or re-designation of the substate grantee. Division staff is available to provide technical assistance as requested or as needed.
- At the end of each program year, JDT will calculate the percent by which each SDA has exceeded (or failed to meet) its minimum performance standard. The resulting percentages will be added together. If the resulting figure is a negative numerical value, the SDA will not have met its Title III minimum performance standard for that year. If the resulting figure is zero or greater, the SDA will have met the Title III minimum performance standard.
4. In addition to the entered employment rate and the average wage at placement, Missouri also has established four outcome measures and targets for our workforce development system. These outcome measures are as follows: 1) To increase the overall number of people obtaining jobs because of the workforce development system. 2) To increase the retention rate of people who obtain jobs and remain employed somewhere after 3, 6, 9, and 12 months or longer. 3) To increase the number of people who moved to higher wage jobs because of the workforce development system. 4) To increase the number of people who move from below the poverty line to above it because of the workforce development system.
  5. The state is considering other performance standards such as a review of wage recovery rate of previous earnings and the state is considering use of additional methods to assess information to more adequately determine customer satisfaction as a measurable performance item.

## **V. Procurement Procedures**

**A.** The Division assured its procurement system was amended to comply with the Amendments and Final Regulations for implementation by July 1, 1993, specifically Section 164. It included the following:

- standards to ensure fiscal accountability to prevent waste, fraud, and abuse;
- a written code of standards of conduct governing the performance of persons engaged in the award and administration of JTPA contracts and subgrants;
- written procedures for procurement transactions which include all nine items listed under JTPA Section 164(a)(3);
- procedures for handling and resolving disputes relating to procurement at both the subrecipient and state level; and
- standards for JTPA entities to follow in making determinations of demonstrated performance prior to award.

These procedures were disseminated to SDAs and other subrecipients through the Division's issuance procedure and technical assistance system.

The Division continues to review and refine its programmatic financial and administrative policies to provide greater integrity to the entire JTPA system without circumventing the local PICs' authority.

**B.** The Division and/or the SDA monitors contractors and job sites for compliance with federal laws and regulations including compliance with procurement policies and requires corrective action when necessary. The Division certifies that compliance to the Secretary. The Division has implemented procedures which require corrective action for noncompliance with JTPA Section 164(a)(3) and will impose sanctions for failure to take corrective action as stated in Section 164(a)(5)(A) and (B).

**C.** The state has adequate methods of administration to assure compliance with Section 167 of the Act through ongoing monitoring, site visits, and technical assistance.

## **VI. Certification**

**A. B.** See **V. B** for Certification

## **VII. Dislocated Worker (Title III) Program**

### **I. Execution of State Responsibilities**

#### **A. Dislocated Worker Unit**

##### **1. Structure**

The Governor has designated the Division of Job Development and Training (JDT) to administer JTPA programs in Missouri, including Title III, which serves the state's dislocated worker population. As the state Title III administrator, the Division serves as the Dislocated Worker Unit, which is responsible for the management, administration and coordination of the statewide JTPA Title III system.

The Division contracts JTPA Title III 40% funds to Service Delivery Areas (SDAs) to operate local Title III services through Work Connections Career Centers. The Work Connections Career Center initiative is part of the state's One-Stop Career Center system. The Division also uses JTPA Title III 40% funds to contract with the Wagner-Peyser and Unemployment Insurance programs to provide dedicated services to dislocated workers. In addition, the Division of Job Development and Training administers a U.S. Department of Labor grant to provide coordinated Trade Act and Title III services.

The Division of Job Development and Training is divided into six sections which include: the Director's Office, Administrative Services, Field Operations and Services, Planning and Research, Management Information Systems, and Statewide Programs. The Title III staff within Statewide Programs are directly responsible for the Economic Dislocated Worker Adjustment Act (EDWAA) and Rapid Response Programs

##### **2. State Level Management**

State level management and administration of the Title III system is the overall responsibility of the Division of Job Development and Training. Specifically, the day to day management of the Title III system is the responsibility of the Statewide Programs Section within JDT. Administrative support, including contracting, is provided by Administrative Services. The Field Operations and Services Section monitors the Title III programs and staff act as a liaison to the Private Industry Councils on all JTPA matters, including Title III. Planning and Research section staff work with Statewide Programs to develop Title III Substate Planning guidelines. The Director's Office is responsible for program policy and provides oversight for Missouri's Title III programs.

### **3. Additional Resources**

When large dislocations occur, the state submits National Reserve Account discretionary grant applications for funding consideration to the U.S. Department of Labor. During the past three years, the state has submitted several successful funding proposals which have made an additional \$15 million of JTPA Title III funds available to laid-off workers. The Missouri Customized Training Program (state) funds are sometimes used to provide training to dislocated workers when a prospective company to Missouri expands or begins operations in a community where another company has laid off workers and closed or vacated a facility.

### **4. Responsibilities**

#### **Retraining and Basic Readjustment Services Via Rapid Response 311(b)(3)(A)**

A streamlined system of intake and assessment is being developed to eliminate duplication of services in the Worker Connection Career Center and One-Stop Career Center system initiatives. This integrated intake and assessment procedure will be used when NAFTA/TAA funding is available to assist Title III eligible dislocated workers. This process will allow for the development of a more seamless approach for service delivery to customers.

Currently, reporting requirements for assessment only ask that SDAs determine reading and math levels of participants, if necessary. Specifically, the Planning Guidelines require the SDAs to "describe the procedure and method used to assess the current educational skill including math and reading levels, and occupational abilities as well as the need for education, training, services and employment of eligible participants." When the participant will be assessed, what assessment forms will be used, who will conduct the assessment -- must be included in the description. State Title III 40% funds will be provided to substate grantees to pay for qualified staff who can perform assessment, diagnostic testing, and career counseling.

The Work Connections Career Center Practices and Procedures Manual states that an individual readjustment plan, or the equivalent, must be developed, regularly reviewed, and revised as necessary for each participant. Need for available services and activities will be assessed and identified with the participant.

### **Labor-Management Cooperation 311(b)(3)(B)**

JDT has established a contract with a labor liaison to provide a liaison and to promote a partnership environment within the State of Missouri between organized labor, government, the Substate Grantees, and employers in response to plant closures or mass layoffs. JDT's contract with the AFL-CIO includes coordination of United Way services to dislocated workers where appropriate and available.

At JDT's request, the organized Labor Liaison will assist JDT in establishing Worker Transition Teams only when a union is involved by contacting appropriate union and company management representatives, explaining the concept and purpose of the transition teams, and requesting their assistance in the selection of team members. Company officials and union members are asked to be represented on the transition team.

During Rapid Response meetings with employers, union officials, and dislocated workers, JDT staff and the contracted labor liaison explain the benefits of participating in the Worker Transition Teams and encourage employers to establish a transition team prior to the lay off date.

After team members have been trained, they conduct outreach, assist workers with accessing services and help individuals with problems.

### **Monitoring 311(b)(3)(C)**

The state of Missouri has adopted uniform monitoring criteria that each SSG must follow. These standards uniformly mirror the state's procedures. In addition, standardized statewide performance criteria are in place.

The Division monitors the SDA monitoring to ensure quality control of the local monitoring process. Procedures and criteria used for monitoring are established locally and must ensure that all programs operated by the Administrative Entity and/or grant recipient and Title III subcontractors are reviewed and evaluated properly. Local monitoring systems and procedures must be documented in a written monitoring instrument and in written reports issued to the subcontractors. Each of the SDA's have individual performance standards and statewide averages are used as a comparison on quarterly reports. The system and procedures must ensure that prompt and appropriate corrective action is documented in writing when there is evidence of a violation of the Job Training Partnership Act, U.S. Department of Labor regulations, or Division of Job Development and Training guidelines and/or issuances.

The oversight and monitoring responsibility may be delegated to the local Administrative Entity (AE) or to a separate entity who reports directly to the PIC or Work Connections Career Center AE. Oversight units shall, at a minimum, conduct annual on-site Title II-A, Title II-B, Title II-C and Title III Work Connections Career Center subcontractor reviews, including random sampling of subcontractor work sites for all titles. A representative random sample of participant files must be reviewed for participant eligibility and other pertinent requirements. If ineligible participants are identified, they must be terminated immediately; and any costs associated with ineligible participants must be repaid to JDT (from non-JTPA funds) within 30 calendar days of the date of request for repayment.

The state's monitoring process involves both the Field Operations and Services Section (FOS) and the DWU. Monitoring reports and SDA corrective action compiled by POMS are submitted to the DWU staff for review and comment. JDT generates quarterly Contract Progress Reports (CPR) to monitor expenditure rates by SDA.

The Job Training Information System (JTIS) provides data to effectively manage, desk monitor and evaluate the Work Connections Career Center. JDT generates quarterly participant and expenditure reports by SDA and project. These reports are critical to the monitoring and evaluation efforts and are essential for completion of required state and federal reports.

### **Technical Assistance 311(b)(3)(D)**

State policies are transmitted to substate grantees by Issuance. Substate grantees are responsible for forwarding appropriate Issuances to project operators. Formal technical assistance on major policy changes is provided through the Missouri Training Institute (MTI). MTI may be asked to assist with technical assistance on current policy issues and strategies to improve services to customers.

Additional technical assistance is provided, at least annually, to Substate Grantee Rapid Response Contacts. These TA sessions focus on recent changes and current policies of the Title III Work Connections Career Centers.

Field Operations and Services section representatives will assist in identifying technical assistance needs through discussions at the monthly Private Industry Council meetings they attend. Technical Assistance needs will be addressed by appropriate staff as soon as practical. Specific technical assistance needs identified through desk monitoring may be addressed in these sessions or during the next rapid response on-site visit.



On-site Technical Assistance is provided to each contractor at least once a year. The Field Operations and Services staff provide technical assistance during annual monitoring visits and identify needs for further technical assistance. Identified problems and needs are reported to the Section Manager for discussion and resolution.

The Missouri Training Institute, in conjunction with JDT, has developed a comprehensive system for soliciting input regarding training needs which takes into account state and local concerns. MTI distributes questionnaires to JDT, Private Industry Councils, the SDAs, subcontractors, and other state agencies, to assess system needs.

This initial survey has been updated annually, either by written survey or on-going focus groups. For example, MTI has formed a Professional Development Advisory Committee composed of SDA and state personnel who are knowledgeable about the training needs at all levels. This mechanism allows for training needs identification, training development, and feedback on assessment of the results.

To assist with identifying technical assistance needs of Rapid Response staff, Dislocated Worker Unit staff participate in approximately 200 on-site presentations annually. Each of these presentations is provided in conjunction with representatives of agencies under contract to JDT which allows for ongoing identification of technical assistance needs and evaluation of those contracts.

Technical assistance will be provided through on-site technical assistance visits and desk monitoring of the SDAs performance and expenditure levels. JDT also provides on-site technical assistance as requested.

JTPA Title III funding has been allocated to MTI to assess technical assistance needs and to expand the capacity of substate grantees in their efforts to be more responsive to the needs of Title III participants. Staff training will be available on such topics as case management, assessment, basic career counseling, improving customer satisfaction, and Total Quality Management.

The Division of Job Development and Training (JDT) primarily provides training and technical assistance through the Missouri Training Institute (MTI) which is affiliated with the University of Missouri at Columbia. The Institute is one of the foremost training institutes in the nation for the delivery of effective employment and training technical assistance/training (TAT) and is widely known and respected for its high quality of work.

MTI, in conjunction with JDT, has developed a comprehensive system for soliciting input regarding training needs, which takes into account both state and local concerns. When MTI was initially formed, a comprehensive needs assessment was performed. Questionnaires were distributed to JDT, Private Industry Councils, the SDAs, subcontractors, and other state agencies, which ascertained a wide variety of need depending upon one's role in the system.

This initial survey has been updated annually, either by written survey or on-going focus groups. For example, MTI has formed a Professional Development Advisory Committee composed of SDA and state personnel who are knowledgeable about the training needs at all levels. This mechanism allows for training needs identification, training development, and feedback on assessment of the results.

Examples of core courses provided through MTI are as follows:

Case Management	Assessment
Program Marketing	Working with resistant clients
Job Retention	Individual Service Strategies
Job Development	Workforce Development
Dealing with Change	Total Quality Management

In addition, MTI contracts with outside consultants to provide Title III specific training as identified by the Division, to provide proper training and background to staff so the needs of dislocated workers are met. As discussed in I.B.4., technical assistance for SDA Rapid Response issues is provided through the MTI contract.

## **B. Rapid Response**

1. As the state DWU, JDT is the state entity designated to receive Worker Adjustment and Retraining Notification (WARN) notices from companies when they are planning a closure and/or layoff. When JDT receives notification of a mass layoff or plant closing involving 50 or more employees, JDT staff is required to contact the employer within 48 hours of notification to schedule "rapid response" meetings with workers. The goal of rapid response is to facilitate services to the affected workers as quickly as possible.

JDT coordinates the rapid response activities with many state and local agencies and organizations, including labor unions (where applicable), community leaders, non-profit service providers, the state Departments of Economic Development, Labor and Industrial Relations, Division of Employment Security (DES), Social Services, and the local Title III contracting agencies. These entities work

together to assist the workers by providing them with immediate on-site services and information about reemployment assistance and other supportive services.

As mentioned previously, JDT staff will respond directly to layoff or closure notifications affecting 50 or more workers. The Division coordinates approximately 200 rapid response meetings each program year. If a layoff or closure involves less than 50 workers, JDT notifies the local SDA rapid response contact to provide appropriate services.

When JDT receives notification of a mass layoff or plant closing involving fifty or more employees, the DWU will contact the employer, the employees, and the affected union within forty-eight hours of notification. This "rapid" contact with the employer allows for adequate planning time to develop training programs relevant to the needs of affected workers. When making this initial contact with the employer, the DWU verifies the information in the WARN notification and discusses alternatives that may prevent the layoff or closure.

If the layoff or closure cannot be prevented, the DWU staff will explain rapid response services and schedule a meeting with company and union officials. The DWU will ask the company, union, and community leaders about any assistance they may be planning to provide the workers. DWU staff may suggest activities the company and community can provide to assist affected workers and share "best practices" of programs or actions developed by other local governments that have dealt with layoffs and/or closures.

After the initial Rapid Response meeting is scheduled, DWU staff will notify the Department of Labor and Industrial Relations (DOLIR) and the other rapid response team members. The Division works with the local SDAs, the Division of Employment Security, the Department of Economic Development, the Missouri AFL-CIO, and the Department of Elementary and Secondary Education to provide coordinated services to Missouri's dislocated workers.

The Division of Employment Security assists at all rapid response worker meetings and coordinates the Unemployment Insurance and Trade Adjustment Assistance programs (when applicable) to assist laid off workers. JDT contracts with the Department of Elementary and Secondary Education (DESE) to provide education, retraining assistance and tuition reimbursement to eligible workers. Education funds are available for use on demand,

creating the capacity for the state to respond to workers' retraining needs. SDAs access these funds through the Division's contract with DESE. The Department of Economic Development's Existing Business Development section, through its regional offices, provide economic development assistance and information to communities affected by a plant closing or layoff.

After meeting with the company officials and/or unions, the rapid response team will schedule a meeting with affected workers to explain available benefits and services and to encourage their enrollment in the local Title III programs. At this time, services may be immediately accessed through the designated local Work Connections Career Center operator who becomes the primary point of contact and coordinator of service delivery for each affected worker. Every effort is made to encourage the employer to allow on-site services for the affected workers prior to the layoff date.

As previously discussed, a labor liaison is contracted to assist with providing services to dislocated workers. A Title III labor liaison representative is present at Rapid Response meetings when union workers are affected by a closure or layoff. The labor liaison serves as a facilitator between organized labor and the state DWU. When appropriate, the labor liaison will establish a transition team. The transition team consists of a group of volunteer dislocated workers who are trained as a referral source for affected workers and assist individual workers with problems that may arise during their participation in the Work Connections Career Center or other available services. The labor liaisons assist workers with access to support programs and arrange stress workshops for affected individuals.

The state DWU follows up to ensure that appropriate services are being provided in a timely and effective manner by maintaining regular contact with SDA grantees, reviewing job training information system reports, and initiating additional company, union, and worker contacts. Worker interest or eligibility issues identified during initial meetings with the employer or union will be resolved prior to meeting with affected workers, ensuring timely and effective delivery of Title III services. Paying attention to details, giving the employer options, and focusing on the expectations of the employer and the affected workers helps to create confidence in Missouri's programs to assist dislocated workers.

The state DWU ensures effective Title III service delivery at Work Connections Career Centers by reviewing quarterly reports

submitted by the SDA describing rapid response activity and the results of dislocated worker surveys. Using an employer provided list of affected individuals, the SDA will initiate follow-up contact with all laid off workers to assure that appropriate services are being provided.

## **2. Subcontract Rapid Response**

The state DWU will respond directly to a layoff or closure notifications affecting fifty (50) or more workers. If the layoff or closure involves less than 50 workers, the DWU notifies the SDA rapid response contacts to provide appropriate services. The SDA rapid response contacts work through the Work Connections Career Center in providing rapid response services to the employers and affected workers.

The state DWU works with the Division of Employment Security (DES) to coordinate Work Connections Career Center programs with the unemployment compensation system and the federal-state Job Service employment system. DES is responsible for the management and administration of Employment Service programs in Missouri. When a plant closing or mass layoff occurs, DES central office designates the appropriate DES staff to attend meetings with employers and employees to present information about unemployment insurance, job search and placement services, labor market information, Trade Adjustment Assistance (TAA), and Veterans programs.

The JTPA Title III funded labor liaison is present at rapid response meetings when union employees are affected by a layoff or closure. The liaison serves as a facilitator of services between labor and JDT and provides special services for affected dislocated workers. The labor liaison, upon request, will provide seminars on stress management and is responsible for the establishment of a transition team. The transition team consists of a group of volunteer dislocated workers who are trained as a referral source for the affected workers. The transition team is informed of the services available by representatives of the various local agencies and the Title III-Work Connections Career Center.

The State ensures that all rapid response activities are appropriately conducted by coordinating all rapid responses affecting fifty or more people. Rapid responses involving layoffs of less than fifty people are coordinated by the SDA. To ensure that these meetings are conducted appropriately, the state conducts technical assistance meetings with subcontractors. These

meetings center on Rapid Response duties and Title III eligibility. In addition, the Division's Field Operations and Services (FOS) section conducts formal reviews and monitoring visits of the different Title III subcontractors involved.

The Division utilizes Job Training Information System (JTIS) Reports to ensure that Rapid Responses are conducted appropriately. Local SDA Rapid Response Contacts submit quarterly reports to the Division, detailing local Rapid Response activity. The Division uses these quarterly reports and the JTIS reports to assess local level Rapid Response effectiveness. Included in the SDA Rapid Response Contacts' report is a summary of follow-up surveys completed with groups of laid-off workers who participated in Rapid Response meetings.

**3. Criteria used to gauge the effectiveness of rapid response and feedback procedures to assess customer satisfaction.**

Included in the State JTPA Title III Work Connections Career Center contracts is a requirement that local Rapid Response Contacts conduct follow-up services to all laid-off workers following the employee informational meetings. Informational letters are sent to each employee that have not accessed Title III services within ten (10) working days of the meeting. After sixty (60) days another letter is sent to affected individuals.

The state requires all SDA's to incorporate the development of individual readjustment plans (IRP) into the services provided to dislocated workers. The IRP is an on-going document, and is updated regularly to reflect customer feedback regarding needs and experiences. If issues or problems are identified, the SDA consults with the DWU.

To assess overall effectiveness of the rapid response and outreach efforts, each layoff affecting 50 or more workers is assigned a Job Training Information System (JTIS) code which allows specific layoff events to be tracked. Participant characteristics and Title III service activities can be assessed. This information is used to manage the delivery of services more efficiently and effectively to meet customer needs.

Local SDA Rapid Response contacts submit quarterly reports to the Division detailing local level Rapid Response activity. The Division uses these quarterly reports and the JTIS reports to assess customer satisfaction. The Division will require the SDA Rapid Response Contacts to report summary information of follow-up

customer surveys completed with laid-off workers participating in Rapid Response meetings. A survey to obtain worker feedback of the Rapid Response meeting will be beneficial in evaluating the effectiveness and the level of customer satisfaction regarding Rapid Response services.

The state labor liaison conducts focus groups each quarter to determine critical issues important to dislocated workers with special attention to determining reasons why workers may not attend rapid response meetings and why workers may decide not to enroll into the State's Title III program.

### **C. Promoting Labor-Management Cooperation**

JDT has established a contract with a labor liaison to provide a liaison and to promote a partnership environment within the State of Missouri between organized labor, government, the Substate Grantees, and employers in response to plant closures or mass layoffs. JDT's contract with the labor liaison includes coordination of United Way services to dislocated workers where appropriate and available.

At JDT's request, the organized labor liaison will assist JDT in establishing Worker Transition Teams only when a union is involved by contacting appropriate union and company management representatives, explaining the concept and purpose of the transition teams, and requesting their assistance in the selection of team members. Company officials and union members are asked to be represented on the transition team.

During Rapid Response meetings with employers, union officials, and dislocated workers, JDT staff and the contracted labor liaison explain the benefits of participating in the Worker Transition Teams and encourage employers to establish a transition team prior to the lay off date.

After team members have been trained, they conduct outreach, assist workers with accessing services and help individuals with problems.

### **D. Monitoring, Reporting and Recordkeeping**

1. Substate expenditures and performance are monitored annually by JDT monitoring staff and quarterly by DWU staff. The JTIS tracking system provides quarterly print-outs of Title III activity and quarterly contract progress reports provide expenditures. Both reporting requirements enable staff to perform accurate desk monitoring. JTIS reports also allow DWU staff to compare planned versus actual activity and generate reports reflecting this information.

Missouri will utilize the Department of Labor's (DOL) Performance Standards Model and corresponding worksheets for determining the SDAs performance standards. The performance standards are Entered Employment Rate and Average Wage at Placement. Performance Standards for each Substate Grantee are calculated quarterly and monitored by DWU staff. Substate Grantees are notified regarding their performance relative to the standards, and are encouraged to request technical assistance as needed.

2. Substate Grantees receiving Title III National Reserve Account funds are required by contract with JDT to submit monthly performance and expenditure reports to the DWU. These reports are monitored for compliance with the approved grant and performance relative to the quarterly implementation plan. Discrepancies are noted quickly and technical assistance is provided if necessary.

As soon as a grant is approved, DWU staff begin providing regular, on-site technical assistance to discretionary grant operators. During these technical assistance visits, performance and expenditures are analyzed relative to the quarterly implementation plan. While these visits are not considered formal monitoring, discussion with local operator staff about outstanding issues allow Division staff to suggest programmatic changes to improve performance or expenditures prior to formal monitoring.

The FOS section monitors each discretionary grant for full compliance at least once a year during the life of the grant. In addition, DWU staff accompany U.S. Department of Labor Regional Office staff on their monitoring visits to provide additional input and problem resolution.

#### **E. Technical Assistance**

1. The financial manual, which is distributed by issuance, describes the required procedures for fiscal administration which must be adhered to at the state and substate levels.

Substate Grantees are provided training updates and JTIS Forms Preparation Manuals and On-line Users Manuals. Updates and revisions are transmitted via Issuance to ensure SDA compliance and accuracy of data entry.

Administrative Services staff analyze expenditure reports for compliance with statutory minimums and maximums. These expenditure reports are generated automatically on the Contract Progress Reports which are sent to the SDAs quarterly to alert them of any discrepancies. After analysis by the Administrative Services staff, the reports are forwarded to the DWU



and Statewide Programs staff for final analysis of current and projected expenditure rates.

The JTIS tracking system provides quarterly printouts of EDWAA activity; and Contract Progress Reports (CPRs) provide expenditure rates. These reporting requirements enable staff to perform accurate desk monitoring and the ability to compare “planned” versus “actual” activity.

These reports are forwarded to the manager of Statewide Programs for review and analysis. Identified problems are addressed through technical assistance either by telephone, in writing or on-site visit. On-site visits are often coordinated with the JDT's Field Operations and Services Section.

A minimum of seven staff (five Job Training Program Specialist II's, one Manager, and one clerical) from the Statewide Programs Section assist with providing technical assistance. These positions comprise the minimum number of staff sufficient to support this function based on state historical oversight responsibilities and demand from the SSG's and business. As needed, administrative service, monitoring, and research staff become involved with assisting the SSG's and business communities. The state dislocated worker unit assists or provides oversight for all technical assistance efforts initiated by the state involving services to dislocated workers.

2. State policies are transmitted to substate grantees by Issuance. Substate grantees are responsible for forwarding appropriate Issuances to project operators. Formal technical assistance on major policy changes is provided through the Missouri Training Institute (MTI). MTI may be asked to assist with technical assistance on current policy issues and strategies to improve services to customers.

Additional technical assistance is provided, at least annually, to Substate Grantee Rapid Response Contacts. These TA sessions focus on recent changes and current policies of the Title III Work Connections Career Centers.

Field Operations and Services section representatives will assist in identifying technical assistance needs through discussions at the monthly Private Industry Council meetings they attend. Technical Assistance needs will be addressed by appropriate staff as soon as practical. Specific technical assistance needs identified through desk monitoring may be addressed in these sessions or during the next rapid response on-site visit.

On-site Technical Assistance is provided to each contractor at least once a year. The FOS staff provide technical assistance during annual

monitoring visits and identify needs for further technical assistance. Identified problems and needs are reported to the Section Manager for discussion and resolution.

The Missouri Training Institute, in conjunction with JDT, has developed a comprehensive system for soliciting input regarding training needs which takes into account state and local concerns. MTI distributes questionnaires to JDT, Private Industry Councils, the SDAs, subcontractors, and other state agencies, to assess system needs.

This initial survey has been updated annually, either by written survey or on-going focus groups. For example, MTI has formed a Professional Development Advisory Committee composed of SDA and state personnel who are knowledgeable about the training needs at all levels. This mechanism allows for training needs identification, training development, and feedback on assessment of the results. (also see Section I. A. 4, Item (D))

#### **F. Information Dissemination**

The DWU staff disseminate information daily as a result of inquiries from the public, businesses, and elected officials. In addition, information is shared as the state learns of pending reductions in force. Occasionally, staff is requested to make presentations at Chambers of Commerce and employment and training functions to explain our services. Historically, approximately 200 rapid response meetings are conducted each program year assisting approximately sixty to seventy employers. Information about dislocated worker unit activities are disseminated through these contacts and through press releases.

In addition, several contracts using 40% funds require assistance while ensuring the state dislocated worker program and services are marketed to businesses, labor organizations, and the public. The labor liaison, staff at the local Work Connections Career Centers, and the Department all have staff dedicated to ensuring Missouri dislocated workers become aware of re-employment services. At all rapid response meetings, staff from the DWU and/or the SDA's distribute Work Connections Career Center information and describe the Worker Reentry Program.

The public information materials, produced by the DWU, briefly describes available services and includes a toll-free telephone number to contact the State DWU.

For outreach purposes, a uniform program identification designation, logo, and message is used when corresponding with businesses and communities statewide. Substate Grantees refer to the JTPA Title III

funded program as the "Missouri Work Connections Career Center." In addition to other local name designations or logos, promotional information will reference the "Missouri Work Connections Career Center." A program will be developed and implemented in each SDA to publicize the purpose and potential benefits of the Work Connections Career Center. Strategies and efforts should complement the state/substate team approach of rapid response and service to dislocated workers.

Information about Missouri Work Connections Career Centers is also available to dislocated workers through several assisting agencies. These agencies are: the Department of Economic Development, Division of Employment Security, the Missouri AFL-CIO Labor Liaison, SDA's and their subcontractors.

**Employers/Organized Labor:** Information concerning the State's Rapid Response and JTPA Title III services may be mailed to employers advising them of the Division's designation as the State's DWU. Included in the mailings is information describing the State's Rapid Response and Work Connections Career Center services for dislocated workers. Upon request, DWU or SDA staff are available to meet with employers to explain program services, including eligibility, and other program requirements.

Through a JTPA Title III funded contract with the Missouri AFL-CIO, the DWU provides union officials with necessary rapid response and Work Connections Career Center information. Labor Liaisons assist the State DWU with all layoffs or closures, including rapid response, where unionized companies are involved. They continue to provide outreach and other assistance to affected workers after the layoff has occurred. When requested, the Labor Liaison will establish a transition team, composed of laid-off workers, to facilitate service delivery and awareness of Title III programs, and other programs, to affected workers.

Similarly, the DWU has the capability to provide liaison services between organized labor groups and SDA's, utilizing a labor/management committee.

**State and Local Economic Development Agencies:** The State DWU is a Division of the Missouri Department of Economic Development (DED), in addition, a member of DED is on the State's Rapid Response team. The DED staff person works to avert layoffs and closings by identifying and developing prospective companies or individuals that would either purchase the ailing business or prevent the layoff by reemploying the workers in a different business. If the layoff or closure cannot be averted, then the staff person works with the local community to coordinate local

and state resources to assist the community in its efforts to develop a business to replace the company which relocated or closed.

In addition, the Division and the Department of Elementary and Secondary Education will consider Customized Training Program applications from new, existing, or expanding companies that need to retrain or upgrade a current workforce as a result of a capital investment in manufacturing. The DWU coordinates with DED and Customized Training Program staff to make laid off workers available to employers utilizing Customized Training.

**Chambers of Commerce:** Substate Area Rapid Response contractors coordinate with local Chambers of Commerce to increase their awareness of available Title III programs. In the event of a significant layoff, and upon request, the State DWU meets with local Chambers of Commerce, other economic development groups, and local elected officials to explain services available from the state to assist affected workers. In some cases, state and local partners involved in Title III are asked by local community leaders to participate in the development of a comprehensive plan to address community and worker needs.

**Social Service Agencies:** The DWU, through contracts with the Missouri AFL-CIO and the SDA, ensures coordination with social service agencies. Transition teams, coordinated and trained with the assistance of the DWU's Labor Liaison Representative, work with individuals to identify needs that could best be served by non-Title III agencies/service providers.

LABOR MARKET AREA GRANTEE	SUBSTATE AREA		FORMULA ALLOCATION		
			50% FUNDS	10% FUNDS	TOTAL
1	1	Area Job Training Partnership Admin North Central Missouri College 912 Main Street Trenton, Missouri 64683	309,678.33	61,935.67	371,614
2	2	Service Delivery Area II, PIC 120 W. Monroe Paris, Missouri 65275	243,319.17	48,663.83	291,983
3	3	Full Employment Council 1740 Paseo, Suite D Kansas City, Missouri 64108	749,618	149,923.67	899,542
4	4	Western Missouri PIC, Inc. 515 South Kentucky, P.O. Box 701 Sedalia, Missouri 65302-0701	243,319.17	48,663.83	291,983
5	5	Private Industry Council, SDA 5 3411 Knipp Drive Jefferson City, Missouri 65109	178,365.83	35,673.17	214,039
6	6	St. Louis Agency for Trg and Employment 317 North 11th St., Suite 400 St. Louis, Missouri 63101	751,905.83	150,381.17	902,287
7	7	Service Delivery Area 7, PIC P.O. Box 1351 Joplin, Missouri 64802-1351	251,558.33	50,311.67	301,870
8	8	Job Council of the Ozarks 1514 South Glenstone Springfield, Missouri 65804	477,898.33	95,579.67	573,478
9	9	Central Ozarks Private Industry Council 1202 Forum Drive Rolla, Missouri 65401	312,141.67	62,428.33	374,570
10	10	Ozark Action, Inc. P.O. Box 588 West Plains, Missouri 65775	360,730	72,146	432,876
11	11	Southeast Missouri PIC 760 South Kingshighway Cape Girardeau, Missouri 63701	498,810	99,762	598,572
12	12	Full Employment Council 3675 S. Noland Rd., Suite 301 Independence, Missouri 64055	243,870	48,774	292,644
13	13	Office of Employment and Trng. Department of Human Resources 26 B North Oaks Plaza St. Louis, Missouri 63121	1,016,900.83	203,380.17	1,220,281
14	14	Work Connection Center 2020 Parkway Drive St. Charles, Missouri 63301	277,727.50	55,545.50	333,273
15	15	Jefferson-Franklin Counties Highway 21 & First Street, P.O. Box 350 Hillsboro, Missouri 63050	228,572.50	45,714.50	274,287
		TOTAL	6,144,416	1,228,883	7,373,299

**H. Incentive (Financial or non-financial)**

JDT will contract with DESE to provide a portion of EDWAA 40% funds to be used by Substate Grantees to provide vocational training and educational assistance to retrain dislocated workers. Guidelines have been suggested for typical cost and length of training based on historical data within the state. Missouri currently has no limits on the cost or length of training provided to dislocated workers. An individual whose assessment clearly dictates a need for training of greater length, will be provided training for longer periods. There are no additional Title III funds available for incentives for exceeding performance standards. Occasionally, the state makes additional funds available to substate areas if they request more funding for tuition purposes.

**I. Waivers of Cost Limitations**

N/A - Missouri received a waiver to reduce the number of cost categories to two: Administration and Program Costs.

**J. Displaced Homemakers**

The State of Missouri has determined that provision of services to displaced homemakers will not be provided because it adversely affects the delivery of such services to eligible dislocated workers. Therefore, program services for displaced homemakers will not be available through Title III. We believe there are sufficient JTPA Title II-A funds to help displaced homemakers in Missouri.

**K. Labor Organization Consultation**

Substate grantees are contractually required to involve organized labor representatives in the development and implementation of services through daily communication, on-site monitoring, and quarterly reports from the SSGs.

To assist with the development of local programs and services, the Division works with each of the fifteen Substate Grantees to ensure appropriate labor representation on their Private Industry Councils as required and reviews PIC nominations to ensure compliance. The state's labor liaison contract provides PIC organized labor representatives with a resource for questions and information about services. Summaries of the labor liaison's activities at the local level are submitted to the state through regular reports. These reports also detail local level rapid response activity, including the involvement of organized labor.

The state reviews and approves SSG two-year job training plans which require the involvement of organized labor in local service delivery. In addition, the state monitors the procurement of services for dislocated workers by SSG's and during compliance monitoring visits, the state includes as a part of the monitoring instrument

## **II. DISTRIBUTION OF FUNDS**

### **A.**

<b>USE OF ALLOTMENT</b>	<b>AMOUNT OF FUNDS</b>	<b>% OF TOTAL</b>
State Total (PY 1998 Allotment)	\$12,288,831	100.0%
Formula allocation to substate grantees (minimum of 50%)	\$6,144,416	50.0%
Reserve for allocation to substate grantees (maximum of 10%)	\$1,228,883	10.0%
Reserve for Governor's Use: Total of A-E (maximum of 40%)	\$4,915,532	40.0%
A. State administration, technical Assistance, coordination (excluding UI)	\$782,330	16%
B. Statewide, regional Industry wide projects	\$2,558,202	52%
C. Rapid Response	\$500,000	10%
D. Coordination between UI and worker adjustment systems	\$75,000	2%
E. Discretionary allocation for Basic readjustment and Retraining services based on Need	\$1,000,000	20%



## B. Substate Allocation Formula

ALLOCATION FACTOR	WEIGHT ASSIGNED	DATA SOURCES(S) AND TIME PERIOD
Insured Unemployment Data	20%	Unemployment data was provided by the Missouri Division of Employment Security (DES). The data was the annual average based on the 12 month period from July 1996 through June 1997. County level data was aggregated to the substate area level. The number unemployed in each substate area was divided by the total number unemployed in the State. This determined each substate area's relative share of the State's unemployed.
Unemployment Concentrations	20%	Areas of Substantial Unemployment (ASUs) were used for this factor. The data was provided by the Missouri DES for the same time period. Since the substate areas correspond to Title II-A SDAs, the number unemployed in the designated ASUs was used for this factor. The number unemployed in each ASU was divided by the total number unemployed in all ASUs. This calculation determined each substate area's relative share of this factor.
WARN and Non-WARN Data Mass Layoff Events Initial Claims	20%	Mass Layoff data from DES for period July 1996 through June 1997.
Declining Industries Data	20%	<p>The ES 202 report of employment, wages and contributions maintained by the Missouri DES was used as the data source to determine declining industries.</p> <p>Industry employment was examined in each substate area at the three (3) digit Standard Industry Codes (SIC) level. A time series was used to assess decline. The period chosen was from calendar years 1993-1996. This time series was selected because of its comparative recency and because industries which failed to grow or maintain employment during this period of overall growth is indicative of troubled industries. Annual average employment for each reported industry in a substate area for the beginning and ending years of the period was compared. A difference was calculated for any industry which experienced a decrease in employment of any size. These differences were summed. Each substate area's number was divided by the State total to determine it's relative share.</p>

Farmer-Rancher Hardship Data	0%	<p>This factor is zero weighted because no reliable data is available for this factor. Chapter 7 and 12 farm bankruptcy data was used in prior years. This data is no longer available. A recent follow-up study conducted by the University of Missouri-Columbia on farmers who filed for Chapter 7 and 12 bankruptcy indicates that it may not provide a good indicator for farmer/rancher hardship. Many of those who filed were able to secure bank loans to continue farming, remained in farming, or subsidized farming with secondary income sources.</p> <p>Other data sources were examined. However, no current method of measurement was found adequate. Other states have also zero weighted this factor for the same reason.</p> <p>Finally, Section 461(f)(1) specifies that the Department of Labor, in coordination with the Secretary of Agriculture, shall develop statistical data relating to permanent dislocation of farmers and ranchers due to farm and ranch failures. The Department of Labor has not published such data.</p>
Long-Term Unemployment Data	20%	<p>The ES 203 (Characteristics of the Insured Employed) reports were used to produce the number of long-term unemployed in each substate area. The designation of unemployed "over 14" weeks was used since this is the longest duration of unemployment which is reported. The time period used was July 1, 1996 through June 30, 1997. The number of long-term unemployed in each substate area was divided by the total number of long-term unemployed in the State to determine each substate area's relative share.</p>
	100%	

The next step in allocating funds was to divide the total amount of funds available for allocation by five (5). This number was multiplied by the relative share, described above, for each factor to calculate the amount of funds for each substate area for that factor. The resulting five (5) allocations for each substate area were combined to receive the total amount allocated to each substate area.

NOTE: The following SDAs had their allocations adjusted upward to the 90% hold-harmless: 1, 2, 3, 4, 13, 14, & 15.

The hold-harmless constitutes a second step to the Title III formula. The following method was used.

1. PY'96 and PY'97 allocations for each year were added together and divided by two (2) to determine the average two-year allocation.
2. The average for each SDA was divided by the state average to determine the SDAs relative share.
3. This relative share was multiplied by .90 to determine the SDAs 90% of their relative share.
4. This figure was multiplied by the total amount of Title III funds available to the SDAs to derive the minimum level of funds for each SDA.

After determining each SDAs minimum level of funds, the following procedure was used to complete the final allocation.

1. The minimum amount for each SDA was compared to the amount allocated by the formula process described in Step I.
2. SDAs whose allocation in Step I was less than the minimum amount were brought up to the minimum amount.
3. The remaining SDAs were reallocated funds by starting from Step I and going through the entire process again. The SDAs (and the money they received) who were brought up to the minimum level were excluded from this process. This last step yielded the final allocation.

**C. Methodology and procedures to recapture**

In accordance with 20 CFR 631.12, 631.14 and 631.33, JDT established a reallocation policy to implement if SDAs fail to expend 80% of their Title III funds. This policy states that at the end of each program year, if the state as a whole has unexpended funds in excess of 20 percent of the State's total annual allotment, a review of each SDAs expenditure will take place. Any SDA which has unexpended funds in excess of 20% of the SDAs allotment will be subject to a reclamation by the State of the unexpended funds up to an amount which would equal a total expenditure rate of 80%.

**D. 10%**

(1,2) Title III 10% funds are allocated using the same formula applied to distribute the 50% funds. The state has determined that it is appropriate to distribute the 10% share to the Substate grantees at the beginning of the program year. Therefore, both 50% and 10% funds are allocated effective July 1 of Program Year 1998.

**E. 40% for discretionary use etc**

1. The need for additional funds is identified upon notification of a layoff within an SDA. If the layoff is of significant magnitude (by SDA definition) to limit the SDAs ability to adequately provide necessary services, the SDA will notify the Division. That notification will include the SDAs determination that the existing Title III Formula Funds are insufficient to meet the need. The Division will then determine if the magnitude of the layoff is sufficient to warrant application for Secretary's National Reserve funds. If a Discretionary Grant application is not warranted, JTPA 40% funds may be available to meet the need.
2. A substantial portion of the State's Title III 40% funds will be obligated at the beginning of the program year through contracts which will provide Rapid Response, basic readjustment and retraining services to dislocated services. Most of these funds will be under contract to agencies which respond to layoffs and closings as needed and as directed by JDT.

In the event additional state Title III 40% funds are needed by an SDA to adequately respond to a mass layoff or closing, the State's Rapid Response staff are involved in determining whether there is a legitimate need for additional Title III 40% funds.

JDT staff will routinely contact the SDA staff during the Rapid Response phase of a layoff or closing to ask the SDA if sufficient

local Title III funds are available to provide adequate services. If additional funds are needed, the SDA requests additional funds in writing with a justification.

3. JDT will contract with DESE to provide a portion of EDWAA 40% funds to be used by Substate Grantees to provide vocational training and educational assistance to retrain dislocated workers. Guidelines have been suggested for typical cost and length of training based on historical data within the state. Missouri currently has no limits on the cost or length of training provided to dislocated workers. An individual whose assessment clearly dictates a need for training of greater length will be provided training for longer periods.

These funds are available to use on demand to create capacity to respond to layoffs, including layoffs affecting less than fifty people. In order to ensure that these funds are used in the best manner possible, the state monitors expenditures and obligations of the 40% funds on a monthly basis. Due to the "as needed" nature of many of the 40% contract expenditures, the state identifies those contracts that might have unobligated funds which could be deobligated and used to provide additional services to those in immediate need.

**F. Statewide/Regional Projects- line B of table in Part a**

1. The only statewide project is the Work Connections Career Centers. JDT will provide Title III 40% funds to Work Connections Career Centers to build capacity in order to provide improved services and a quicker response to the needs of dislocated workers. These funds will be used primarily for increasing the quantity and quality of services such as assessment, testing, and career counseling, particularly as those services relate to providing retraining assistance and other services needed soon after an individual's dislocation.

To receive the funds, each SDA will be required to submit an application developed by JDT. The SDA's application for funding must meet requirements established by JDT which include items such as target groups, activities, and identification of eligible dislocated workers. With these funds Work Connections Career Centers have been established and are the initial efforts to establish one-stop centers throughout the state.

There are no regional or industry-wide projects.

2. (a) After documentation of a pending closure is secured, a rapid response meeting with company management and union officials is initiated. Rapid Response meetings with affected workers follow the employer meeting and focus on available options. If appropriate, and in accordance with the JTPA Title III law and regulations, basic readjustment services may be provided prior to the layoff. The authorization to allow early intervention activity is incorporated into the JTPA Title III Worker Reentry Program Practices and Procedures Manual and included in a state Issuance.
- (b) The Division, through written agreements, addresses the service needs of individuals who have been adversely affected as a result of the implementation of the NAFTA. Procedures to provide for outreach, referrals, co-enrollment, and tracking are included in the DES agreement. Together, DES offices and SDA's coordinate the delivery of Title III and TAA services to individuals.

When rapid response is initiated as a result of the implementation of the NAFTA, a DES staff person is included in the meetings. The Rapid Response activities available to laid-off workers are the same as Rapid Response services available to non-NAFTA layoffs. The Division will have a non-financial agreement with DES to promote Rapid Response and other services to NAFTA impacted workers. Both the Division and DES promote SDAs to initiate NFAs with local DES offices.

- (c) Missouri Worker Profiling and Reemployment Services System was designed by a joint effort between JDT and ES state and local staff. The profiling system is designed to identify workers who are likely to exhaust unemployment benefits. These individuals are then referred to reemployment services to assist them in finding work.

When an individual files a new claim, information is gathered for use in a "statistical model" which evaluates the person's likelihood of exhausting benefits. Factors used in the model include: expectation of returning to a former employer; educational level; whether the individual customarily gets work through a labor union; the industry in which the individual worked (whether it is declining); tenure in previous industry.

Providers of reemployment services decide each week how many workers they can serve. Individuals selected in each area are those evaluated by the statistical model as having the highest likelihood of exhausting benefits. In Missouri, the reemployment service providers include the Employment Service in each DES local office,

SDA Administrative Entities and JTPA Title III program operators. Each service provider can request up to 25 individuals each week.

After selection, the individual is scheduled for an orientation session in a DES local office. This is scheduled to coincide with the first required claim reporting, so individuals are not forced to make a separate trip to start reemployment services. Orientation is designed to explain the various services and to ensure that selection criteria have been properly applied.

Following orientation, the individual is scheduled for evaluation and referred to the requesting service provider. As part of the evaluation, a "service plan" is prepared. The service plan is an agreement between the service provider and the customer. It spells out the type and schedule of services the individual is to receive to assist in a speedy return to work. Services may include one or more of the following: job development and placement; assistance with self directed job search; job club; job seeking skills workshop; resume preparation assistance; vocational guidance; vocational testing.

In order to receive unemployment insurance benefits, a person selected through the worker profiling system must follow the steps outlined in the service plan. Because of this, and the fact that service providers in Missouri are not all under the DOLIR umbrella, we developed a highly automated communication system to exchange information among the partners in the profiling and reemployment service system.

A combined grant proposal between ES and JDT was submitted, resulting in the award of \$1,291,721 allowing for the installation of electronic equipment to enhance the profiling system.

In addition to the above grant, Missouri also received and successfully completed a demonstration grant of \$330,387 in cooperation with Service Delivery Area 14, The St. Charles County Government, Work Connections Center. This project designed, implemented and operated a model profiling program that can be replicated across the state. This project tested marketing strategies and different orientation and specific service/counseling strategies that will assist profiled workers. Results from this grant are currently being evaluated and distributed to service providers statewide.

DWU staff listed in Section I.B.6 assist with the application review, implementation, and ongoing technical assistance associated with operating career centers, the UI profiling system, and coordination of

Title III services with the TAA/NAFTA programs. In addition, the Division's FOS Section is responsible for monitoring the career centers.

### **III. SJTCC**

The Missouri Training and Employment Council reviewed the Economic Dislocation and Worker Adjustment Assistance Act portions of this plan at its April 30, 1998 meeting. A comment letter will be forwarded to U.S. DOL upon receipt.



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*The Source For Your Training & Financing Needs*

March 16, 1998

Mr. Danny L. Freeman  
MSFW Monitor Advocate  
Division of Employment Security  
421 East Dunklin Street, P.O. Box 59  
Jefferson City, MO 65104-0059

Re: Missouri Department of Labor and Industrial Relations, division of  
Employment Security, State Plan for Agricultural Services

Dear Danny:

Rural Missouri, Inc. has completed the review on the proposal of the above project.

Rural Missouri, Inc. found the proposal to be in agreement with the plans and proposals of our office and recommends approval.

Sincerely,

A handwritten signature in black ink, appearing to read "Ken Lueckenotte".

Ken Lueckenotte  
Executive Director

KL/lmh



# **STATE PLAN FOR AGRICULTURAL SERVICES**

## **I. Summary of State Plan Requirements**

### **Assessment of Need**

The need for agricultural workers in Missouri is basically seasonal, that is from spring planting through fall harvest. The peak harvest times are for melons in the Bootheel and for fall apples in the Lexington Area. Historically the same seasonal workers are accessed year in and year out for farmworker assistance and as a result many seasonal workers have adjusted their lives to this cycle. Missouri's seasonal farmworkers are primarily white.

Migrant workers are used throughout the summer and fall, primarily from Texas, for summer melon and vegetable harvest and fall apple picking. These migrant workers are primarily Hispanic.

The peach industry has decreased over the last ten years due to continued adverse weather conditions. This development has resulted in a reduction of crop utilization and the resulting decrease in the need for migrant labor. Large areas of the Bootheel have been converted from peach production to other agricultural activities. The remaining orchards use primarily local labor such as housewives, the unemployed and students to harvest and process the crop.

The winter wheat crop may be affected by the mild temperatures experienced during the winter months. The winter of 1997 was exceptionally mild in the State of Missouri due primarily to El Nino.

It has been observed that more migrants are staying year round or almost year round due to the planting to ginning process of the cotton industry. There is an ongoing shortage for housing in the Bootheel area. They are finding temporary and full-time jobs in poultry processing plants, concrete plants, tree planting, etc., and are starting to settle into seasonal work.

### **Outreach Plan**

MSFW outreach activity will be the responsibility of the Local Office Manager in each administrative area to promote services to agricultural employers and workers. Managers in the Sikeston, Poplar Bluff, Cape Girardeau, Kennett, Lexington, and Monett local offices have the responsibility to ensure visits to MSFW's, growers and community based organizations in order to coordinate MSFW assistance. These have historically been the areas of highest concentration of these workers. Due to the large funding reduction in Wagner-Peyser funds the number of E. S. personnel in local offices has decreased making the outreach process almost

impossible to accomplish. A minimum of three visits - before, during and after appropriate seasonal activity - are to occur in each affected local office. Projected visits for each office are as follows:

Local Office	Crop/Process	Season	No. of Visits
Sikeston	Row Crops	Summer	3
Kennett	Peaches, Melons	Summer	3
Lexington	Apples	Autumn	3
Monett	Apples	Autumn	3
Poplar Bluff	Row Crops, Peaches	Summer	3
Cape Girardeau	Row Crops, Apples	Summer	3

### **E.S. Services Provided to MSFW's**

MSFW's will be identified in each local office and the applications coded in accordance with MSFW (20 CFR 63.103). These offices will strive to provide equity of services to MSFW's to at least the same degree that each office provides these services to non-MSFW.

#### Equity Indicators

Referred to Job

Provided some Service

Referred to Supportive Services

Counseled

Provided Job Development

The standard is for four of the five indicators to be met. The "counseled" indicator may not be met due to the lack of E. S. Counselors being assigned to rural offices. The main reason for difficulty in meeting the standards is because the seasonal (non-migrant) farm workers come in at the end of the season to file for U.I. They do not request any other services as they are job attached and will return to work in the Spring.

### **E. S. Services to Agricultural Employers**

Agricultural employers will be encouraged to place job orders with local offices. Agricultural employers will be contacted as part of the MSFW Outreach program to explain E.S. services available to them. E. S. personnel will actively participate in agricultural meetings and assist employers to recruit U.S. workers, using the Agricultural Recruitment System..

## **Other Plan Requirements**

### **State Monitor Advocate Approval/Comments**

This plan was written by the Monitor Advocate and has not been changed, amended nor has he been persuaded to change or amend the Plan.

The Monitor Advocate is to carry out the required duties without fear of reprisals from agency or other authorities.

### **Consideration of Previous Year's Annual Monitor Advocate Report**

The Monitor Advocate reviewed the 1997 State Plan to follow up on recommendations; however, none had been made as no issues had arisen.

### **Affirmative Action Plans/Comments**

Missouri is not a significant MSFW State and is therefore not required to submit such plan.

### **Review and Comment by JTPA Section 402 Grantees**

The JTPA 402 grantee was involved in the development and content of this plan and has been given a copy of the original plan. Other agencies and organizations will have an opportunity to comment on the plan. As a result of additional planning requirements under the Training and Employment Guidance Letter No.3-90, the JTPA Section 402 Grantee will be provided an updated plan for review and comment. If warranted, the plan will be amended to address significant areas of input.

## **II. Assessment of Need**

The number of estimated MSFW's in the state will be determined by the Monitor Advocate based on figures from the JTPA 402 grantee, other state agencies and the Southeast Missouri Health Network Migrant Program organization. An estimate of MSFW's at the peak of the season is 2,000. Migrants tend to specialize in agricultural tasks. For example, those who work cucumbers and peas contract for that task and leave when it is completed. Other groups come in and do melon harvesting, etc.; all of the migrants are not in the area at the same time of the growing season.

## **Review of Previous Year's Agricultural Activity**

The cotton crops were worse than the 1996 crops due to the short season and pests. The watermelon crops were also worse than 1996 because of the short season. The 1997 peach crop was average. The apple crop was good, but the quality was only fair due to abnormal temperatures and moisture.

## **Review of Previous Year's MSFW Activity in the State**

The overall number of farmworkers used in 1997 was about the same as last year. The planting of vegetables and good melon crops in the Bootheel accounted for the labor demands last season. The cotton gins now employ some migrants for 6-8 weeks in the Fall.

## **Proposed Level of Agricultural Activity Expected in 1998**

More hand picked vegetable crops are planned for planting this year in the Bootheel area. These crops include squash, green peppers, tomatoes, watermelons, and corn. It is anticipated that 60 to 65 migrants will be employed for the corn crops.

## **Proposed Number of MSFW's in 1998**

Projected farmworkers needed in 1998 will depend on the weather. Other than the additional workers needed for the vegetable crop, the number of migrant workers in the Bootheel should remain about the same as last year at 2,000. Migrant worker groups come to the Bootheel according to the seasonal needs of their "specialty". Cucumber workers may come two or three times per summer; cotton gin workers come in late September and stay about six weeks. The apple crop should employ some 200 workers primarily in the Lexington area. Quite a few of the apple crop employees remain year round. Housing is provided by the employer. General farming operations of livestock, dairy and grain should employ a total of 20,000 agricultural workers in the state, including MSFW's and all part and full-time workers.

## **III. Outreach Plan**

MSFW outreach will be conducted to contact agricultural workers outside of the local offices to explain services provided by the Employment Service. Each local office manager will be responsible for conducting outreach in their respective areas, unless relieved of this requirement by the Monitor Advocate. The local office Managers will coordinate with other agencies serving the MSFW population in order to maximize all available resources. Due to the lack of funding for Wagner-Peyser, outreach activities will be curtailed due a personnel shortage in the local offices. The Monitor Advocate will assist the local offices when requested to do so or a need arises. It is expected that a need

for assistance from the Monitor Advocate will increase because of the lack of staffing in the local offices.

### **Assessment of Available Resources**

Funds from Wagner-Peyser Act will be used to conduct the MSFW program with a total of 1.45 staff positions allocated, including the Monitor Advocate position. Overall .40 of a position will be used by the Monitor Advocate and 1.05 positions used by Central Office support staff and local office outreach staff. An effort will be made to positively consider bilingual (Spanish speaking) applicants when local office openings occur. Staff members are encouraged to take Spanish lessons so they may assist Spanish-speaking MSFW's.

### **Resources to be Made Available through Existing Cooperative Agreements**

The state agency has a formal cooperative agreement with the JTPA 402 operator. We will continue to cooperate with state agencies assisting MSFW's and private agencies to further MSFW causes. Rural Missouri Incorporated (RMI) is the primary outreach agency. RMI has re-located their full service office to Malden in order to serve the Bootheel. Southeast Missouri Health Network Migrant Program mainly provides health related services.

### **Numerical Goals**

A goal of 275 outreach contacts will be pursued which is much more realistic due to shortage of staff in the local offices. Local offices will strive to register 200 MSFW's this year. Each local office will contribute to the state goal. This goal will be accomplished through registration and outreach contacts. The goal is an estimate and every effort will be put forth to reach that number.

We anticipate the utilization of forty staff days to conduct outreach efforts. This is a reduction from past years due to a more efficient use of staff time and the lack of available staff in local offices.

It is expected that the JTPA 402 grantee operator will contact 1600 MSFW's in cooperation with the Southeast Missouri Health Network Migrant Program organization to provide health services to MSFW's. A number of the contacts will depend upon the weather conditions in the coming year.

### **Proposed Outreach Activities**

Local office staff will contact agricultural employers to locate possible MSFW's. When MSFW's are located, local office staff will request permission to explain E.S.

services available. Applications will be taken for those who wish to receive services from E.S. and all local office staff will carry identification to identify themselves as E.S. representatives.

Local office staff will make arrangements with Southeast Missouri Health Network Migrant Program staff to coordinate outreach efforts and to facilitate the assistance and utilization of surplus farmworkers.

#### **IV. E.S. Services Provided To MSFW'S**

##### **Plan Data for Upcoming Year**

Planned indicators of compliance goals are expected to be accomplished as noted in I.C. At times, the "Referred to Jobs" category becomes difficult to realize as workers do not always make themselves available for all services. Lists of registered MSFW's will be forwarded to appropriate local offices for contact and referral services as a concentrated effort to bolster referral percentages.

##### **Significant MSFW Local Office Affirmative Action Plan**

Missouri has no significant local office Affirmative Action Plan and Missouri is not a significant state.

#### **V. E.S. Services Provided to Agricultural Employers**

##### **Data Analysis**

Previous year's history as of January 31, 1998, plus remaining five months of program year, provide the following estimates:

Number of agricultural job orders received 500 (estimate), and openings received - 675 (estimate).

Number of agricultural job orders filled - 310 (estimate).

Percent filled rate goal - 62%.

Number of interstate clearance orders received will be 0.

Number of interstate clearance orders initiated will be 0.

### **Plan for Upcoming Year**

Number of agricultural job orders expected to be received - 500.

Number of agricultural job openings projected to be filled will be 300.

Percent to be filled will be 60%.

Estimated number of interstate clearance orders the state will receive will be 0.

Estimated number of interstate clearance orders the state will initiate will be 0.

### **Narrative Description**

Local office managers, supervisors or employment service representatives will actively solicit job orders as part of the MSFW outreach effort and as an activity of the regular labor exchange process.

Identification of agricultural employers who may potentially utilize MSFW's will come as a result of outreach, through assistance from other organizations and through our past experience with employers.

We will utilize established linkages with Rural Missouri Incorporated, Southeast Missouri Health Network Migrant Program, Migrant Education, Migrant Farmworker Project, Southeast Missouri Baptist Association, Black River Baptist Association, and other appropriate entities to identify and work with agricultural employers.

We will promote E.S. services to agricultural employers by utilizing data files available to the labor exchange to target appropriate employers. Employer Services Representatives will contact agricultural employers in their normal routine of employer visits and solicit job orders and openings which will be utilized for referral of MSFW's. U.S. workers will be recruited through E.S. registration, MSFW outreach and coordination efforts with other agencies such as JTPA operators, community action agencies, and other service organizations.

No H2-A activity was experienced in 1997 and none is anticipated for the upcoming year.

The State MSFW Monitor Advocate will train and supervise all personnel associated with MSFW outreach activity in each local office {20 CFR 653.108(g)(5)}. The Monitor Advocate will monitor the state agency activities and liaison with community based organizations to further the welfare of MSFW's (20 CFR 653.108). Intensified services by the Monitor Advocate will be provided

during the peak of seasonal activity (May through September) utilizing 70% of the time available. The Monitor Advocate will conduct a minimum of four local office reviews. The Monitor Advocate will attend meetings and other activities designed to promote the cause of MSFW's as well as state, regional and national functions directed by the U.S. Department of Labor (20 CFR 653.107). The Monitor Advocate will prepare written reports on major activities attended and local office monitoring. The Monitor Advocate will provide required data to the Regional Employment and Training Administration office quarterly (20 CFR 653.109).

Additionally, the Monitor Advocate will monitor and provide technical assistance to assist local offices to comply with Agricultural Clearance Order activity requirements (20 CFR 653 Subpart F). OSHA and ESA regulations will be interpreted for local offices and other interested parties. Local Offices will report suspected E.S. related MSFW violations to the Monitor Advocate for assessment and investigation, if necessary (ESPL 3-86).

As a member of the JTPA 402 Committee, the MSFW Monitor Advocate will advise on MSFW matters and will coordinate local office efforts with the committee. The JTPA 402 organization, Cooperating Agencies and Job Service local offices will be used as a primary source for reporting apparent E.S. violations of employment related laws (20 CFR 653.113).





## **DEOBLIGATION AND REOBLIGATION POLICY**

### **TITLE II-A AND TITLE II-C**

Beginning July 1, 1994, each Service Delivery Area (SDA) Administrative Entity (AE) must obligate 85% of its Title II-A and 85% of its Title II-C formula allocated funds, including unexpended balances from prior program years, during the program year. Obligate includes the cost of orders placed, contracts awarded, goods and services received, and similar transactions during a specific funding period which requires payment by the AE or a subcontractor during the same or future funding period.

The Obligation Requirement shall be computed based on allocations net of any transfers made in accordance with JTPA Sections 206, 256, or 266.

An AE which does not obligate 85% of its funds as outlined above will have an amount equal to the amount of unobligated funds that exceeds 15% of its allocation deobligated from its next year's formula allocation. These funds will be reobligated to those AEs that met the 85% obligation requirement based on a formula to be developed by the Division of Job Development and Training. Funds are made available to SDAs which have the highest rates of unemployment for an extended period of time and those with the highest poverty rates.



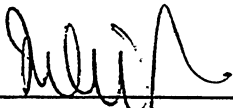
# **ASSURANCES**

# STATE OF MISSOURI

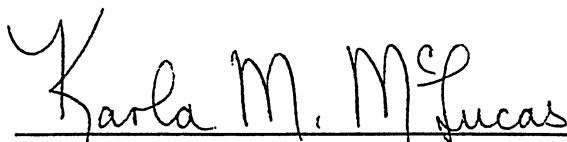
## JOINT PLAN

### PROGRAM YEARS 1998 AND 1999

#### SIGNATURE PAGE

  
\_\_\_\_\_  
Julie Gibson, Acting Deputy Director,  
Department of Economic Development

5/1/98  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Karla M. McLucas, Director  
Department of Labor and Industrial Relations

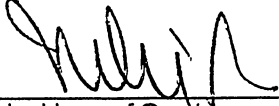
29 April 1998  
\_\_\_\_\_  
Date

**Statutory and Regulatory Requirements of the  
Job Training Partnership Act and Economic  
Dislocation and Worker Readjustment Act**

**The State/Commonwealth of Missouri  
assures that**

1. It will comply with all statutory and regulatory requirements of the job Training Partnership Act and the Economic Dislocation and Worker Adjustment Assistance Act and related waivers granted by the Secretary (Section 311(b)).
2. Services under this grant will only be provided to eligible dislocated workers. (Section 311(b)(1)(JA)).
3. Services will not be denied on the basis of State of residence to eligible dislocated workers displaced by a permanent closure or substantial layoff within the State, and may be provided to eligible dislocated workers regardless of State of residence. (Section 311(b)(1)(B), & (C)).
4. Services to displaced homemakers will not adversely affect the delivery of services to eligible dislocated workers and that services are provided in conjunction with ongoing programs for all dislocated workers. (Section 311(b)(2)(4)).
5. Any program under Title III serving a substantial number of labor organizations will be established only after full consultation with such labor organization. (Section 311(b)(7)).
6. It will not prescribe any Title III performance standards which are inconsistent with the parameters set annually by the Secretary pursuant to Section 106(e) of JTPA, and that it will apply the standards in accordance with Section 311(a) of the JTPA with regards to incentives. (Section 311(b)(8)).
7. Substate plans are made available for public review and comment; including by the Private Industry Council and the local elected official(s), and that such comments are considered by the State in its review and approval of the substate plans. (Section 313 (c) ).

8. It will maintain accurate and timely participant and financial records as required by JTPA, and submit complete, accurate and timely reports as specified by the Secretary. (Section 311 (b)(3)(c)).
9. It will conduct, at least once annually, a comprehensive review and verification of financial management, procurement systems, participant data, and subrecipient monitoring procedures and systems of each substate grantee and State project operator to verify compliance of these procedures with the provisions of JTPA and Title III.

Signature of Governor or Governor's Designee 	Title Deputy Director, Department of Economic Development
Name and address of Grantee Julie Gibson Division of Job Development and Training P.O. Box 1087 Jefferson City, Missouri 65102-1087	Date Submitted May 1, 1998

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Certification Regarding  
Debarment, Suspension, and Other Responsibility Matters  
Primary Covered Transactions

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This certification is required by the regulations implementing Executive Order 12549, Debarment and Suspension, 29 CFR Part 98, Section 98.510, Participants' responsibilities. The regulations were published as Part VII of the May 26, 1988 Federal Register (pages 19160-19211).

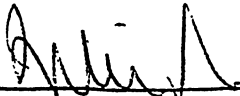
(BEFORE SIGNING CERTIFICATION, READ ATTACHED INSTRUCTIONS WHICH  
ARE AN INTEGRAL PART OF THE CERTIFICATION)

- (1) The prospective primary participant certifies to the best of its knowledge and belief, that it and its principals:
- (a) Are not presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from covered transactions by any Federal department or agency;
  - (b) Have not within a three-year period preceding this proposal been convicted of or had a civil judgment rendered against them for commission of fraud or a criminal offense in connection with obtaining, attempting to obtain, or performing a public (Federal, State, or local) transaction or contract under a public transaction; violation of Federal or State antitrust statutes or commission of embezzlement, theft, forgery, bribery, falsification or destruction of records, making false statements, or receiving stolen property;
  - (c) Are not presently indicted for or otherwise criminally or civilly charged by a government entity (Federal, State, or local) with commission of any of the offenses enumerated in paragraph (1)(b) of this certification; and
  - (d) Have not within a three-year period preceding this application/-proposal had one or more public transactions (Federal, State, or local) terminated for cause or default.
- (2) Where the prospective primary participant is unable to certify to any of the statements in this certification, such prospective participant shall attach an explanation to this proposal.

Julie Gibson, Deputy Director, Department of Economic Development

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Name and Title of Authorized Representative .

  
Signature

5/1/98  
Date



CERTIFICATION REGARDING LOBBYING

CERTIFICATION FOR CONTRACTS, GRANTS, LOANS,  
AND COOPERATIVE AGREEMENTS

The undersigned certifies, to the best of his or her knowledge and belief, that:

(1) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

(2) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

(3) The undersigned shall require that the language of this certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

Division of Job Development and Training

FORMULA

JTPA TITLE II/III PY 1998

Grantee/Contractor Organization

Program/Title

Julie Gibson, Deputy Director, Department of Economic Development

Name and Title of Authorized Signatory

Signature

Date

\*Note: In these instances, "All," in the Final Rule is expected to be clarified to show that it applies to covered contract/grant transactions over \$100,000 (per OMB).

## CERTIFICATION REGARDING DRUG-FREE WORKPLACE REQUIREMENTS

This certification is being made in compliance with the Drug-Free Workplace Act of 1988.

- A. The State of Missouri certifies that it will or will continue to provide a drug-free workplace by:
- (a) Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
  - (b) Establishing an ongoing drug-free awareness program to inform employees about --
    - (1) the dangers of drug abuse in the workplace;
    - (2) the grantee's policy of maintaining a drug-free workplace;
    - (3) any available drug counseling, rehabilitation, and employee assistance programs; and
    - (4) the penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
  - (c) Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph (a);
  - (d) Notifying the employee in the statement required by paragraph (a) that, as a condition of employment under the grant, the employee will --
    - (1) abide by the terms of the statement; and
    - (2) notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
  - (e) Notifying the agency in writing within ten calendar days after receiving notice under subparagraph (d)(2) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
  - (f) Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph (d)(2), with respect to any employee who is so convicted --

- (1) taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
  - (2) requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;
- (g) Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs (a), (b), (c), (d), (e), and (f).
- B. Place of Performance: This statewide certification will apply to any of the state's executive branch departments and all of the divisions and locations within these departments throughout the State of Missouri. The addresses of the offices of each department director are attached. Specific site location will be provided, as needed, with grant applications.

This certificate is for the period from October 1, 1994 through September 30, 1995.

This assurance is given in connection with any and all financial assistance from the Department of Labor after the date this form is signed. This includes payments after such date for financial assistance approved before such date. The applicant recognizes and agrees that any such assistance will be extended in reliance on the representations and agreements made in this assurance, and the United States shall have the right to seek judicial enforcement of this assurance. This assurance is binding on the applicant, its successors, transferees, and assignees, and on the authorized official, and is made in accordance with and to the extent of the authority of the undersigned.

State of Missouri:

9/19/94  
Date

Hel Carahan  
GOVERNOR